

JUVENILE OFFENDERS.

A REPORT

BASED ON AN INQUIRY INSTITUTED BY THE
COMMITTEE OF THE

HOWARD ASSOCIATION,*

1898.

WITH COMMUNICATIONS FROM

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ESQ., THE KENDAL BENCH, COLONEL ROBERTSON, ETC., ETC.

* The HOWARD ASSOCIATION was instituted under the patronage of the late
LORD BROUGHAM and others, for the Promotion of the best Methods of the
Treatment and Prevention of Crime, Pauperism, etc. CHAIRMAN, FRANCIS PEEK,
ESQ.; SECRETARY, WILLIAM TALLACK.—Office, 5, BISHOPSGATE STREET WITHOUT
LONDON, E.C.

LONDON.

* * Copies of this pamphlet may be obtained (by others than those to whom it is
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LEA & CO., CIRCUS PLACE, FINSBURY CIRCUS, LONDON, E.C. Price (post free), 4d.,
stitched; or 3s. 6d. per dozen. (*To be ordered of the Publishers only.*)

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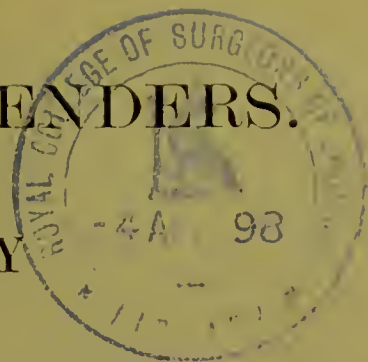
JUVENILE OFFENDERS.

AN INQUIRY

INSTITUTED BY

THE HOWARD ASSOCIATION,

1898.



THE Committee of the Howard Association, London, E.C., recently received, from several sources, suggestions that they would render a useful service if, in view of existing difficulties, they would institute an Inquiry, amongst competent practical authorities, in respect to the most expedient modes of dealing with Juvenile Offenders.

One of these suggestions came from the HON. CAPTAIN G. A. ANSON (Chief Constable of Stafford), who wrote—"Will you consider what may be done with regard to the Imprisonment of Children in default of paying Fines? Most of the children who do come to prisons are brought there through this course, and while Magistrates are blamed, no one has suggested an alternative, except the flogging, which the Houses of Parliament refuse to pass."

In response to such requests, the Committee issued the following Circular, to some three or four score of practical authorities and acquaintances, chiefly amongst CHAIRMEN OF QUARTER SESSIONS, local MAGISTRATES, and CHIEF CONSTABLES, of whom about half kindly sent replies. Some of these, in particular, are of a very interesting and valuable nature.

CIRCULAR OF INQUIRY.

JUVENILE OFFENDERS.

DEAR SIR,

The attention of the Committee of the Howard Association has been invited, in regard to certain difficulties connected with the treatment of Juvenile Offenders—difficulties which have, of late years been increased by changes in public opinion and in magisterial practice—but which have not yet been obviated by the needful collateral changes in legislation, or administration.

In the first place, public opinion (supported by official concurrence) has, in general, disapproved the imprisonment of children, unless in very exceptional cases.

Secondly, there is a growing and well-founded feeling that the large number of commitments to costly REFORMATORIES and INDUSTRIAL SCHOOLS has often acted as an encouragement to reckless and drunken parents to endeavour to throw their offspring upon the honest taxpayer for support. Hence, again, many Magistrates are increasingly reluctant to foster such abandonment of parental duty.

Thirdly, the infliction of WHIPPING, as an alternative for either the Prison or the Reformatory, whilst finding advocates amongst many humane persons, is yet stoutly opposed by others, and has not found favour with Parliament.

Fourthly, a recourse to FINES (through frequent inability to pay them) leads to a majority of the actual imprisonments of children.

The FIRST OFFENDERS ACT, the use of which is very desirable whenever it can be suitably resorted to, has often sufficed to check further transgression by those thus dealt with. But valuable as such simple admonition is proved to be, yet, in exceptional cases it may be inapplicable.

The combined influence of all these circumstances has tended to produce a sense of impunity amongst many young persons, who have in some localities banded together, committing depredations and assaults (at times, even with the aid of pistols), thus becoming nuisances to their neighbourhoods, and whom even the Police (in the absence of decided magisterial support) have appeared unable effectually to restrain.

Several practical authorities inform the Howard Association that they are now uncertain as to the best course to adopt in this embarrassing state of affairs.

It has therefore been suggested that the Committee of the Howard Association might render a useful service, if they could collect the opinions of some experienced Magistrates, and others, in reference to this matter, with a view to the publication of, at least, the general conclusions indicated by the replies which may be furnished.

The Committee will be pleased to be favoured with a brief expression of your own opinion on this subject, if it is agreeable to you to communicate it.

I am, Sir,

Very respectfully yours,

FRANCIS PEEK,

Chairman of the Committee.

[Please address replies to Mr. WILLIAM TALLACK, Secretary,
5, BISHOPSGATE WITHOUT, LONDON, E.C.]

REPORT

ON THE REPLIES TO THIS INQUIRY.

THE INQUIRY A TIMELY ONE.

It was recognised, both by those who suggested and by those who replied to this Inquiry, that it was a timely and needful one, in face of the difficulties in the treatment of Juvenile Offenders which various changes in opinion and practice have, of late years, brought about; and especially in view of the recent serious increase of ruffianism amongst city youths in many places.

Very noteworthy are the words of that experienced Metropolitan Police Magistrate, Mr. ALBERT DE RUTZEN, who declares that, "In nine cases out of ten, children are entirely masters of the position." The Chief Constable of Leeds, Mr. T. F. WEBB, also reports, "We have more trouble with young persons than we have with adults."

The London ECHO (February 7th, 1898) remarks: "No one can have read the London, Liverpool, Birmingham, Manchester and Leeds papers and not know that the young street ruffian and prowler, with his heavy belt, treacherous knife and dangerous pistol, is amongst us. He is in full evidence in London—east, north and south. The question for every man who cares for streets that are safe after dark, decent when dark, not disgraced by filthy shouts and brutal deeds, is what is to be done with this new development of the city boy and the slum denizen? Not one-tenth of the doings of these young rascals gets into the Press; not one-half is known to the Police."

A well-known writer on crime, Dr. W. DOUGLAS MORRISON, says in the preface to his "JUVENILE OFFENDERS" (London: T. Fisher Unwin, 1896), "Whether we look at home or abroad, whether we consult the criminal returns of the Old World or the New, we *invariably* find juvenile criminality exhibiting a distinct tendency to *increase*."

These things being so, it is very important that both the sources of such evils and their best remedies should be earnestly dealt with; and the Committee of the Howard Association, therefore, believe that they have rendered a useful public service in instituting this Inquiry, and in offering some remarks in reviewing the replies received.

THE PRESENT SITUATION.

In the first place, this admitted increase of juvenile crime, even of a serious nature, has taken place simultaneously with an immense extension of the very thing which is so widely and so emphatically asserted to be a chief preventive of all crime, namely, the EDUCATION OF THE INTELLECT.

Intellectual training is valuable and essential, but it is notorious that to a large extent, over the world, this modern development of

the intellect has *not* been associated with a corresponding accompaniment of training in simple BIBLICAL TRUTH and MORALITY—as distinguished from mere sctarian dogma. Hence the natural result is unsatisfactory.

Secondly, the increasing (and justifiably increasing) conviction that IMPRISONMENT (even in its best forms) has been unduly relied upon for crime-repressing efficiency, and especially where children are concerned, has led to a comparative abandonment of child imprisonment. This in itself is matter for rejoicing.

But then this disuse has not been accompanied by an adequate resort to other and better remedies. And at the same time there has also been a decided falling off in the use of REFORMATORY SCHOOLS. And perhaps this is one of the real causes of the increase in the more violent forms of juvenile offence, as is intimated by several veteran promoters of the Reformatory and Industrial School movement, such as Mr. T. L. MURRAY BROWNE and Mr. TREVARTHEN, in their replies to the Howard Association Inquiry.

Mr. TREVARTHEN writes: "It is to my mind very striking that the enthusiasm and patient persistence of a few noble souls in the early days of the movement should have been so effective; and now, after so many years' conspicuous success, there is so little public interest taken in it; and, indeed, in some cases, a *marvellous ignorance* of the system which the Magistrates have available to their hands." These words are warranted, in remembrance of the intense earnestness and practical success, in years not long gone by, of the labours of such men and women as, CAPTAIN PELHAM BRENTON, the HON. Miss MURRAY,* Mr. G. H. BENGOUGH, Mr. T. B. LL. BAKER, Miss MARY CARPENTER, REV. JOHN CLAY, DR. GUTHRIE, Sheriff WATSON (of Aberdeen), Mr. ALEXANDER THOMSON (of Banchory), Mr. M. D. HILL, Mr. JOSEPH STURGE, Rev. SYDNEY TURNER, the late EARL OF DERBY, and very many others.

Too much popular and Parliamentary indifference to questions of crime-prevention has indeed characterised the concluding period of the Nineteenth Century, owing to the immensely disproportionate interest taken in military and naval matters, "Jingo" cries, foreign politics, and the personal rivalries of ambitious statesmen.

REFORMATORY SCHOOLS.

So far as REFORMATORIES are concerned, there is reason to fear that they have receded in general estimation, owing to two causes—firstly, a too frequent neglect of classification, or of the avoidance of mutually contaminating influences amongst their inmates, and secondly, to their not being sufficiently restricted to the objects for which they were originally designed, namely, the leaders and instructors in juvenile crime.

Mr. BARWICK BAKER, of Gloucester, so honourably associated with the Reformatory movement, claimed that it was still more in the prolonged withdrawal from liberty, of dangerous ringleaders of youth, than in their individual reformation, that the value of Reformatory

* This lady (Maid of Honour to the Queen), founded a Girls' Reformatory, at Chiswick, named the "Victoria Asylum," which was the first institution to which Queen Victoria gave her name.

Schools consisted. He aimed "most of all to eradicate from the dens of crime, in our large towns, the *leading spirits*."

He instanced CHELTENHAM as an example, where, for many years, juvenile crime had been on the increase, and (in 1856) 53 boys were committed to prison. The Magistrates then adopted the plan of sending every boy, on his *second* conviction, to a Reformatory. The next year the number sank to 14, and in 1860 to 13. In 1861 the Magistrates relaxed their system. The certainty of sending to a Reformatory on the *second* conviction ceased. In that year 24 were convicted, and 49 in 1862. Then in 1863, the Magistrates returned to their fixed sentences again, and the convictions fell to 24, and in 1864 once more to 13.

By securing this plan generally in Gloucestershire, Mr. BAKER was able to report that "there was scarcely a regular *habitual* young thief left in the whole county."

But Reformatories and Industrial Schools have subsequently been overdone in some districts. First offenders have improperly been committed to them; their inmates have been overcrowded, and the taxpayer overburdened. Consequently they have to some extent suffered both in public and in magisterial estimation, as may be gathered from some of the replies to this Inquiry, such as those from the CHAIRMEN OF QUARTER SESSIONS for ANGLESEA and OXFORDSHIRE.

But where Reformatories are judiciously resorted to (as reported by the LIVERPOOL CHIEF CONSTABLE) they are indeed, as Mr. MURRAY BROWNE says, "The old remedy, marked in past years by signal success."

And if Magistrates will generally avail themselves of their existing power, more judiciously and discriminatingly than in some localities recently, and commit to Reformatories regularly on a *second* conviction, a very decided check to the nuisance of "young ruffians" may be secured.

The caution given by Mr. A. J. MADDISON, Mr. TREVARTHEN and Rev. M. G. VINE, as to the mischief of "bogus" Reformatories, or Voluntary "Homes," not under Government control, is very timely, and deserving of practical attention by Magistrates everywhere.

LORD NORTON recommends that Reformatories and Industrial Schools should be placed under the Education Department. He says, "The Reformatories are expressly meant to be *schools*, *after* punishment. And Industrial Schools have become, most disastrously, used indiscriminately with Reformatories."

Miss RYE (in a second letter) reiterates her opinion, that in Reformatories, Industrial Schools, &c., "Above all, I would not let the children have better food or clothes than children in their own rank of life. Nor should any home have more than thirty children in it."

Many of the replies urge the importance of a more exacting and more prompt enforcement of the share of payments for children in Reformatories and Industrial Schools, for which their parents are at present too often only nominally made liable.

CHILD IMPRISONMENT.

The condemnation of child-imprisonment is almost universal. Nearly all the writers express their dislike of it, and report their

personal disuse of it, as far as possible. The BEDFORDSHIRE COURT OF QUARTER SESSIONS, however, approve of the statement of one of their Magistrates, SIR FREDERICK HOWARD, who writes of the class of lads "bent on a career of crime," that "in most cases a term of Imprisonment has seemed necessary," and that "imprisonment, to many, is, in reality, their salvation."

In so far as the *withdrawal*, of determined offenders from society is here insisted on, the BEDFORDSHIRE COURT OF QUARTER SESSIONS is in full agreement with the other writers generally; but there is good reason to conclude that in many, if not most, instances, a Prison is not so good a place for this withdrawal as a Reformatory.

For the infliction of a *life-long* stigma of "jail-bird" upon any child, is in itself a tremendously severe sentence, and *never* ought to be affixed, except under absolute necessity. On this point, a most experienced Magistrate, Mr. JOHN HUTTON, M.P., writes, in words which merit attention everywhere:—

"It is impossible to impress upon Magistrates too strongly the fearful responsibility of sending a man to prison for the first time; as nothing can ever remove the 'tar-brush' of the prison, when once it has been placed upon a man, woman or child."

The CHAIRMAN OF ANGLESEA QUARTER SESSIONS (Sir R. H. Williams Bulkeley, Bart.), says: "I am utterly opposed to sending children to prison, unless *every other* method of correction fails, when imprisonment may be looked upon as much as a means of *ridding* for the time the public of an *incorrigible nuisance*, as of correction." But this, as already observed, is also a special (and was a primary) object of REFORMATORIES, which *ought* to be still better adapted than prisons, for both objects.

TRAINING SHIPS.

Several of the replies express a preference for the use of TRAINING SHIPS for boys, rather than Reformatories. The KENDAL BENCH OF MAGISTRATES report: "Doubts have long existed as to the wisdom of sending children to large Reformatories and Industrial Schools, which are costly, and are frequently found to be inefficient. We have obtained better results for wayward boys in the discipline of well-appointed Training Ships." The ST. AUSTELL (Cornwall) magistrates, and Mr. FRANCIS RECKITT, J.P. (Middlesex), recommend Training Ships. The latter also approves of sending lads to FISHING VESSELS and the MERCHANT MARINE.

WHIPPING.

Whilst there is a clear Testimony from the most experienced authorities as to the value of considerable periods of withdrawal, or detention, for wilful, obstinate and determined juvenile offenders, there appears to be a very general conclusion also, that both on grounds of merey and expediency, the "short and sharp" punishment of a whipping (with a birch-rod) may in many cases be even preferable.

It is regarded by most of the writers as combining what a French Senator has styled "the double characteristic of all good repression of crime—the *minimum* of punishment with the *maximum* of intimidation."

SIR JOHN HIBBERT says: "I am in favour of whipping boys, as I know from the Police how beneficial this punishment has proved to many boys who were getting into bad ways." The CHIEF CONSTABLE OF LIVERPOOL reports "whipping has been found a most efficient and *humane* punishment. No other punishment can show such a record." LORD ROOKWOOD writes: "From a long experience as a Magistrate, I believe that the best remedy lies in an extension of the power of inflicting whipping for juvenile crime." The CHAIRMAN OF THE NORTH RIDING QUARTER SESSIONS also says: "I am strongly in favour of whipping as a punishment for juveniles: and I think the Magistrates should be entrusted, and I believe safely entrusted, with large additional powers, to enable them to sentence a boy to be whipped for *any* offence." SIR JAMES RECKITT, Bart., writes in favour of Whipping, and remarks "It is often found necessary to appear cruel, in order to be kind." The MIDDLESEX COURT OF QUARTER SESSIONS and the CHAIRMEN OF QUARTER SESSIONS for NORFOLK, ANGLESEA, SHROPSHIRE and OXFORDSHIRE all approve of Whipping. So do most of the other writers. SIR RICHARD TANGYE and Mr. A. E. PEASE, M.P., recommend whipping for a *second* offence—the former as being "the most merciful course and also the most likely to deter": the latter as being "far more efficacious and merciful than the *indelible stigma* that attaches to Imprisonment." Others express the same opinion.

Miss MARIA S. RYE says: "The *wilfully* disobedient children should be whipped. I myself in 27 years (with 4,000 children) [under training for Emigration] have whipped a dozen. But in so doing, I consider I whipped the whole 4,000; because it was known, by such action, what would follow wilful and repeated disobedience." She rightly adds: "But any institution where whipping is the *rule*, should be condemned as badly managed."

But from her very extensive observation, Miss RYE instructively remarks that many juvenile offenders are more sinned against than sinning, being "the victims of parental neglect and cruelty" who chiefly need a few years, or even months, of "*religious and motherly training*"—and then to be protected, by the State, till they are 21, from "their worthless parents who rob them."

Dr. W. D. MORRISON has stated that having made careful inquiry into the previous history of lads sent to Wandsworth Jail, he found that *half* of them were either *orphans* or *homeless*. Add this to the parental neglect of the other half, and a very strong case for *pity* is made out.

Miss RYE repeats (in a second letter)—"In nearly all cases of Juvenile Offenders, the *first* fault is not with the children but with the parents;" and she mentions a case (which may qualify the demand of some for whipping) of a little girl, the child of burglars, who on being received into an institution began to steal and was threatened with a whipping. The poor child burst into tears and said, "Where I comed from, they whipped me if I didn't steal; and now you are going to whip me because I do!"

Mr. MURRAY BROWNE says of Whipping: "I do not believe it will check repeated, or habitual, nor yet really determined misconduct. The experience of ETON in the past is not favourable to belief in the *reformatory* effects of the birch." And Mr. VINE writes: "In many cases, children are so accustomed to be thrashed by their friends, that

Corporal Punishment has become no particular deterrent against further crime."

However, the general preponderance of Magisterial opinion and experience appears to be in favour of Whipping in many instances, and also of its extension to juveniles above the age of 14 years, as well as to any offence for which children are now punishable.

A Lancashire Magistrate (Mr. JOHN SATTERTHWAITE) advocates giving "authority to the Magistrate to order a whipping, with a birch-rod, *without a conviction being recorded.*" The KENDAL JUSTICES express a similar wish.

YOUNG "ROUGHS" AND "LARRIKINS."

It should never be forgotten that there is a humanity of feeling and action due to the community, and especially to its women and children, as well as to the offenders.* And this particular humanity especially requires a vigorous and uncompromising suppression of the cruel and violent class of young ruffians, or "scuttlers," who have increased in English cities, and who also, as intolerable nuisances, are known in Australia as "larrikins," in the United States as "hoodlums," and in Sweden as "young leaguers."

No trifling is suitable for these. They require either whipping, or *cellular* imprisonment, or prolonged industrial discipline in a Reformatory. Imprisonment for considerable terms, for the worst of this class, has been found very useful at MANCHESTER.

So far as their frequent use of *pistols* is concerned, it is much to be regretted that the Bill which was introduced into Parliament by the Government in 1893, to prevent the carrying of pistols by such persons, was defeated, at the very end of the Session, in great degree through the opposition of that well-meaning gentleman, Mr. CHARLES H. HOPWOOD (Recorder of Liverpool). On that occasion, SIR W. VERNON HARCOURT sarcastically congratulated him on "his triumphant vindication of the right of free shooting, at all ages!" It is amazing to find a measure so necessary for checking dangerous crime, thus thwarted by a person in Mr. HOPWOOD'S position. Its enactment remains a desideratum in British legislation.

As to the Australian "larrikins" (some of whom are the offspring of influential and well-to-do citizens), Mr. HENRY WHITE, in his interesting book on *Crime and Criminals in Australia* (London: Ward and Downey) says:—"I have seen more than 100 of them attack a single policeman with all the ferocity and brutality of savages. They are intrusive in the public places for recreation, their language being extremely offensive, particularly to women and children. The ordinary prison life presents no terror to these young men. But they certainly dislike the *separate* treatment, and they are terribly afraid of flogging."

* THE INTERESTS OF THE INJURED PARTIES.

The interests of the injured and the weak, appear to be forgotten by those who shrink in horror from the idea of inflicting any corporal punishment upon such wretches as that father who recently tortured his little daughter by branding her face with a red-hot iron; or that brute who, in the parks on various occasions, indecently assaulted and corrupted about a score of young girls, whom he tempted to compliance by offers of sweetmeats and money; or those dastardly persons who maim and torment horses, dogs and other animals. Leniency to such is cruelty to their victims.

A greater provision for vigorous physical exercises and sports has been recommended for this class, in England. And doubtless there is some wisdom in the suggestion. Yet it is to be remembered that, as in Australia, so in Great Britain, there is already a large public supply of facilities for football, cricket, and other games. Indeed, football has sometimes been credited with producing roughness. Athletics are indeed valuable, as affording right scope for youthful energy; but it is very possible to overrate their influence.

USE OF "THE FIRST OFFENDERS ACT."

There is a general approval of the use of the First Offenders Act and an encouragement of a far more extensive resort to it than hitherto.

LORD NORTON writes: "*It is not half enough made use of.*" SIR JOSEPH W. PEASE, Bart., M.P., says that it "has no doubt contributed very much to the mitigation of sentences and the diminution of crime." The KENDAL JUSTICES describe the Act as "eminently useful."

MR. CHAMPION B. RUSSELL (J.P., Essex), observes that "the cost of binding over, under the First Offenders Act, is greater than a small Fine and ordinary 'Costs,' although it is the lesser punishment." He adds "*Our scale of costs wants thorough revision.*" His remarks on this subject are very practical and merit careful attention.

FINES.

For adults and for young persons getting their own living, the infliction of Fines is, in many cases, a most valuable substitute for Imprisonment; and as such, it has of late years been largely and increasingly resorted to, with much advantage.

But Fines are not generally adapted for children. The replies to the Inquiry, concur in describing them as failures, or even worse, for this class. MR. JOHN HUTTON, M.P., writes: "Fines are most unsuitable for children; and in my experience are the causes of the actual imprisonment of most children." The same view is taken by the CHIEF CONSTABLE OF STAFFORD. But the CHIEF CONSTABLES of LIVERPOOL and LEEDS do not find that, in their localities, fining children leads to imprisonment; but this is simply because they are not enforced there. Thus they have become, as another writer says, "a farce."

IMPRISONED "ON REMAND."

It has been also stated that most of the actual imprisonments of children arise from their being sent to jail, merely "on remand," or whilst waiting reception into a Reformatory. This is a very objectionable course.

Yet it has often been found difficult to avoid this, in the absence of some suitable places of Temporary detention. Some Magistrates send children to Workhouses in such cases, which, as MR. HUTTON, M.P., points out, is often open to criticism. Some intelligent Boards of Guardians, at KENSINGTON and elsewhere, have constructed special workhouse-wards for young persons under remand.

MR. VINE (of Red Hill) advises the establishment of "Schools of Correction" for a few weeks' punitive discipline before sending to a

Reformatory, so as wholly to separate the stage of punishment from that of school training.

It certainly ought not to be found difficult for the Government, or the Local Authorities, to set apart certain buildings, or wards, for these children "on remand," so as to obviate the infliction of the cruel "tar-brush" of the jail stigma.

VAGRANT CHILDREN.

The BEDFORDSHIRE COURT OF QUARTER SESSIONS makes a noteworthy suggestion that—"the provisions of the EDUCATION ACT, as to compulsory school-attendance, are scarcely adapted to the requirements of the VAGRANT CHILD population. Steps should be taken whereby such children should be brought within the humanizing influence of Education."

In view of the number of this class and their pernicious influence, if remaining neglected, this matter should claim the attention of the Government. Indeed the whole question of VAGRANCY needs to be far more seriously regarded by the public than it has yet been.

(The subject is dealt with in the "LETTERS of EDWARD DENISON, M.P." (London: Bentley) and in Mr. TALLACK'S "PENOLOGICAL AND PREVENTIVE PRINCIPLES," and CANON BARNETT'S "PRACTICABLE SOCIALISM" (Longmans), the annual REPORTS of the LOCAL GOVERNMENT BOARD, and other works).

"DAY FEEDING SCHOOLS," "TRUANT SCHOOLS" AND "RAGGED SCHOOLS."

There can be no doubt as to the great value of these somewhat different, yet very similar, schools in preventing much Juvenile Crime. A Lancashire Magistrate, Mr. HENRY THOMPSON, refers to them with special satisfaction as being a chief remedy in this direction. The introduction of "DAY INDUSTRIAL SCHOOLS" into Aberdeen, many years ago, by the late SHERIFF WATSON, soon effected a reduction of nearly 50 per cent. in the local crime. (*Vide*, "Penological and Preventive Principles" for an account of these schools.) Of recent times similar schools have, with good results, been established in other towns in Great Britain.

Then there are the TRUANT SCHOOLS instituted by some SCHOOL BOARDS. Respecting these Mr. ANDREW W. DREW (of London) wrote in a review :—

"After nearly thirty years of close acquaintance with the juvenile population of this great metropolis, I have no hesitation in saying that—*Truancy is to be credited with nearly the whole of our juvenile criminality.* The problem of the day therefore is to get all idle children out of the streets and to save them from themselves and their evil surroundings, by giving them a good sound secular and religious education."

Mr. Drew showed that in order to help this aim, there must be the needfully deterrent discipline of Truant Schools held in reserve for all wilful truants. He showed also the salutary influence of such detention on its subjects. A first detention of two months usually suffices to ensure future school attendance. For others, "a second dose of about three months seldom fails to cure altogether."

Nor did Mr. Drew forget a much needed word on behalf of a more stringent enforcement of *parental responsibility* than hitherto, wherever possible. Even a fine of half-a-crown on a careless, or reckless parent, for the child's first truancy, would often be of life-long benefit to both parties.

RESTRAINT AND CONSTRAINT.

Whilst whipping possesses a certain deterrent influence of value, yet it may be observed that no whipping can take the place, or supply the want, of the primarily essential element of good and edifying training. The power of deterrence is, in itself, very limited, both for juveniles and adults. It tends to restrain from evil, rather than to constrain to good. But constraint is even more important than restraint. The object is not merely to prevent persons from being bad, but to put them in the way of *becoming good* citizens.

Neglected and criminal youth are generally the victims of early privations, both physical and moral. Therefore their chief need is for right training and *the presentation of good motives*.

THE PERIOD AFTER LEAVING SCHOOL.

The STIPENDIARY MAGISTRATE OF BRIGHTON and also Mr. TREVARTHEN (of Red Hill) allude to the need of philanthropic and individual effort, as far as may be, to extend a watchful care over children and youths, in the period between their leaving school and obtaining regular employment, and, indeed, subsequently also. This is rather a wide subject, but is well worth consideration.

PARENTAL RESPONSIBILITY.

The STIPENDIARY MAGISTRATE OF BRIGHTON (Mr. C. G. HEATHCOTE) well remarks:—"The mischief is generally done *before* the child comes before the Magistrate. I believe that the remedy is to be sought mainly from the PARENTS and the TEACHERS of the children." And he repeats:—"It is *primarily in the Home* that the child is to be saved from the Police Court."

With this view, a LONDON POLICE MAGISTRATE, of great experience and judgment, Mr. ALBERT DE RUTZEN, concurs. He makes a very important practical recommendation for enforcing parental responsibility and says:—"In my opinion, the most salutary course would be to make parents more immediately liable for the children. I remember Sir GODFREY LUSHINGTON [late UNDER-SECRETARY OF STATE] in the evidence he gave before the DEPARTMENTAL COMMITTEE ON PRISONS, 1895, drawing attention to the fact that a Bill was brought in by the GOVERNMENT in 1891 [the Summary Jurisdiction, Youthful Offenders' Bill] in which were provisions placing liability for Juvenile Offences, in certain cases, upon the PARENTS.

"A Court of Summary Jurisdiction was to be enabled to *fine* a parent up to £1; to order parents to pay *compensation* up to £5; and to give security for the child's good behaviour. The [Departmental] COMMITTEE, in their Report, expressed the opinion that it was most desirable that the Court should have those powers."

If this Bill had passed, one of the greatest defects in the English system of dealing with Juvenile Crime would have been remedied.

The CLERK TO THE YORK JUSTICES, Mr. F. J. MUNBY, unites with

MR. DE RUTZEN in specially recommending the re-introduction of this measure.

THE TEACHER AND THE ELEMENTARY SCHOOL.

In his excellent letter, the BRIGHTON STIPENDIARY MAGISTRATE says:—"I am convinced that more might be done in the ELEMENTARY SCHOOLS to inculcate principle than is attempted at present;" and he goes on to urge the great importance of selecting the Teachers in BOARD SCHOOLS, more on account of their *moral* character and influence than their intellectual attainments." He refers to the charge that the manners of Board School children are deteriorating—a charge often made of late—and therefore urges the necessity of "right moral principles, courtesy and good manners."

It is to be hoped that, in his own words—"SCHOOL MANAGERS will do well to bear this in mind; and thus to make the School, in a degree only second to the Home, an efficient agent for the preservation of children from evil."

The old religious spirit of former centuries—the ages which adopted for the City of London its motto "*Domine dirige nos*" and for the University of Oxford its cognisance, "*Dominus illuminatio mea*," and when the English merchant inserted in his shipping papers, in reference to safe arrivals, "by the good Providence of God"—this spirit is now too often ignored or despised in fashionable and official circles. It is not "good form" to quote the Bible, even in Parliament. And the same inadequate regard to the paramount sovereignty of God, in all things, has in too many quarters produced great indifference to the primary importance of religious character in the selection of Teachers for youth.

"PROBATION OFFICERS."

Whilst the respondents to the Inquiry have made very favourable allusion to the "PROBATION OF FIRST OFFENDERS ACT," none of them have entered upon the interesting experience of the American State of MASSACHUSETTS, in not only placing young offenders under "probation" in the general sense of conditional liberty (in lieu of imprisonment), but also in establishing a class of officials, termed "PROBATION OFFICERS," whose duty it is to take *definite oversight* of those young persons who have been brought before a Court.

This oversight does not necessarily involve either a committal to a Reformatory, or to a Jail, or even removal from home, though it may result in either course being taken, if it be found necessary to do so. But in Massachusetts, young offenders are first dealt with in a SPECIAL COURT—apart from adult criminals—and, if found guilty, are then placed under the care of a "PROBATION OFFICER" (acting under a "STATE BOARD"), who is responsible primarily for their future good behaviour, and for their custody in case of relapse. He may, at his judgment, allow them to remain at home with their parents, or guardians, if these are suitable persons to continue the care of the children, or if they can be induced to become such. In case of necessity, however, the PROBATION OFFICER may find other homes for them, in which he may board them out, at the expense of the State.

Of the 1,499 juvenile wards, "on Probation," in Massachusetts, (in 1897,) 401 were in the State Schools, and the remainder either in their homes, or placed out.

The "probated" children are constantly visited and carefully watched, by official visitors (both paid and unpaid), and are changed from place to place, when it seems desirable.

The class of "Neglected Children" in Massachusetts, are to a large extent, "boarded out" in private houses, under regular supervision, as being also under a sort of "probation."

Several of the AUSTRALASIAN COLONIES have adopted a similar system for neglected children and juvenile offenders. The European State of LUXEMBURG is perhaps in advance of Europe generally, in a similar way.

The State of MICHIGAN has a most efficient State Board, who take charge of all neglected and criminal youth and *retain* control over them until 21 years of age. They chiefly deal with these wards of the State, by "placing out" or "boarding out" under careful and diligent supervision, using both paid and unpaid officers.

In GREAT BRITAIN, the adoption of *special* Courts, or occasions, for the trial of Juvenile Offenders, together with Special Officers for their continuing care under "Probation," is a desideratum.

THE PRISON, AT ITS BEST, IS AN EVIL.

For whilst a prison may sometimes, and a whipping be more frequently, useful for the class of *determined* juvenile offenders, or "young ruffians," yet the great majority of offending youth are objects rather for pity than punishment. Indeed, for all classes of criminals, punishment is one of the *weaker* modes of management.

And the best of prisons is, at its best, an evil; because those confined in it, are unavoidably placed under various artificial restraints and conditions which do not admit of self-control, or of the educational and moral training of the incitements and influences of ordinary social life. Real reformation must be a reformation of the *will*. But in prison, a man's will has little scope for practical use. He is precluded from voluntary Temperance, or voluntary Honesty, or voluntary Self-Control in general.

And what is also of great importance, is that no Government whatever can, by its mere authority, secure for its prisoners religious eustodians. On the contrary, it is quite possible for a prisoner to receive more moral injury from his eustodians than from his vicious comrades. And with tolerable certainty, he will seldom find in a prison that sympathy and persuasive influence which are so important for the real reclamation of character. But a life of conditional liberty, under a kind but firmly authoritative PROBATION OFFICER, furnishes one of the best possible conditions for the reclamation both of Adult Criminals and Juvenile Offenders.

Such authoritative control, under Probation, also affords more opportunity than a prison, or other institution, for access to individual and ecclesiastical influences of a religious nature.

It is under the conditions of life amongst the mingled good and evil of the community, rather than amidst the congregated and concentrated crime of Prisons, that reformation must be sought. Hence, in the future, it is to be hoped that Jails may be less and less resorted to, and that the more promising influences of strictly conditioned liberty, under authoritative PROBATION Officers, may become the chief

instrumentality for dealing with both Juvenile and Adult offenders. Then the prison would be almost exclusively used for the determined or violent criminal, or as the penalty and alternative for abusing the terms of "Probation."

The Prison, whether for old or young, is a peculiarly unfavourable place for extending the offers of Divine Grace, or winning the transgressor to repentance. That grace almost essentially requires to be presented with accompaniments of human graciousness. The irritating circumstances of prison discipline and penal infliction must inevitably mar much of the service of the jail chapel. Whereas the personal influence of an authoritative guardian, exercising both a constraining and restraining influence for good, amid the circumstances of free citizenship, are likely to be far more encouraging and helpful, being exercised amid opportunities at least, for honest industry, home attachments, and self-selected religious guides.

PREVENTIVE INFLUENCES, GENERALLY.

The Circular of the Howard Association referred only to the Magisterial Treatment of Juvenile Crime; but its PREVENTION is a still more important question; and it has far-reaching connections. In fact, it touches almost every great social problem.

The Rev. Dr. WM. DOUGLAS MORRISON, in his valuable book on "JUVENILE OFFENDERS," says:—"It is to an amelioration of the adverse conditions of life among large sections of the juvenile population, that we must look for a mitigation of the problem of juvenile crime. So long as great numbers of the general juvenile population are the offspring of degenerate and degraded parents, and have to grow up in an atmosphere of moral and material wretchedness, we shall always have a high percentage of juvenile crime. The task of ameliorating these adverse conditions is one which devolves on the forces of civilisation in Church and State. Hitherto, Christian charity has, in the main, directed its beneficent energies towards the alleviation of *individual* miseries. In the future, its efforts must be more and more directed toward removing the *causes* by which these miseries are produced."

It is perhaps not quite certain whether Dr. Morrison is sufficiently cognisant of the many encouraging facts pointing to progress; but he is undoubtedly right in recognising the primary necessity of diminishing the *causes* of crime, whether in juveniles or adults. There is much ground for hope, however, in what is being already attempted by the CHURCHES and their individual members, by the State, and by many earnest and active MUNICIPALITIES and Administrative COUNCILS.

One gentleman, Mr. HENRY THOMPSON, J.P. (of Arnside) in replying to the Howard Association Circular, touches upon Prevention, and says—"THE DRINK is the exciting agent to the more brutal activities of young vice.* And it is amazing that Statesmen of every colour do

* CHILD DRUNKARDS.

In the London *Christian*, recently, there appeared some noteworthy articles on "CHILD DRUNKARDS." Another journal remarks upon them:—"They deal with one of the saddest phases of the terrible drink question. Dr. More Madden, not himself a total abstainer, tells of victims of alcoholism in St. Joseph's Hospital, Dublin, of not more than eight years of age. The same authority on one occasion—not an

not combine to devise regulations for protecting the young from its influence."

But is Mr. Thompson quite just, here, to the Statesmen? Or are some of the professedly "Temperance Party" themselves the chief obstacles? This question of Intemperance is far too wide to be here gone into in detail. (It has considerable notice in the book, "Penological and Preventive Principles.") But it may be just observed that for many years past, leading Statesmen of the two great political parties *have* attempted to grapple with the tremendous difficulties of restricting the sale of alcohol, and have found some of their chief opponents amongst the *political* wing of the professedly "Temperance Party."

A most instructive paper on this subject appeared in the WESTMINSTER GAZETTE, of January 7th, 1898, which pointed out that in 1871, the HOME SECRETARY, Mr. BRUCE (afterwards LORD ABERDARE), introduced a Bill providing a time limit of ten years for existing liquor licences, to be followed by a gradual automatic reduction of public houses by more than one-half. That wise and good man, the late Mr. SAMUEL MORLEY, M.P., urged the acceptance of this by the friends of Temperance; but their *political* wing replied, through the late Professor FRANCIS WM. NEWMAN, that they would not wait for ten years. They, therefore opposed the Bill, and too successfully. After a lapse of many years, the WESTMINSTER Editor remarks of that Party: "We hope that a future generation may not have to engrave on its tombstone—'They would not wait ten years, and they have had to wait for ever.'"

In the first days of the Temperance Movement, under such leaders as Mr. JAMES TEARE and Mr. JOSEPH LIVESEY, RELIGIOUS TEACHING and MORAL SUASION were mainly relied on; and remarkable progress was made. But it was also seen that *some* aid from Legislation was needful. Then ensued the formation, on both sides the Atlantic, of *political* Temperance organisations, which, to a large extent, took the place of the first workers, and adopting the principle of "Total and immediate," or "All or nothing," have had, practically, to remain with—"nothing." For where vast opposing interests are concerned, *political* progress *must* be by—*steps*.

A distinct Temperance Party has indeed fixed its aim on a certain "step"—namely, SUNDAY CLOSING—and a very important one, if only it could be secured *without* involving the still *worse* evil of the simultaneous opening of PRIVATE DRINKING CLUBS and illegal

exceptional one—saw three children, all under eleven years of age, 'reeling drunk out of a public-house in a leading thoroughfare on a Sunday afternoon!' And is it not the fact that in London there have been arrested for drunkenness in one year a large number of children under fourteen?

"What is the cause of all this? No doubt, in many instances, it is the outcome of an inherited taste—'drunkards from birth.' But it is also true that that inherited taste has been kept alive by the custom of parents sending their children to public-houses for liquor, which they sip on the way home. Two ladies (the *Christian* says) went down to Tottenham to get direct knowledge from observation on the subject, and from one public-house in a very short time they saw no less than 113 children emerge, bearing cans of beer. This sort of thing ought to be put a stop to. In many of the large towns, children are not now supplied, but the rule ought to be universal. It is evident from the latest returns that more drink is now being consumed per head in this country than ever before. But surely among drinkers and non-drinkers alike, there can be no doubt of the advisability of doing all that is possible to save the future citizens of the country from one of the most enslaving of vices."

shebeens. The Sunday Closing of Public Houses, to be of use, must also be accompanied by the opening of Temperance Restaurants; because the human stomach does not rest on Sundays, and must be supplied *somewhere*.

Progress in Temperance—and so far, in diminishing Intemperance amongst youths as well as adults—has of late years come, largely, from the opening, in most large towns, of a great number of NON-ALCOHOLIC RESTAURANTS (such as the “A. B. C.” and “LOCKHART” shops, etc.). These have done vast good; and also on a paying commercial basis. And until Temperance advocates agree to substitute practicable for impracticable aims, such agencies as these—together with the old and tried means of Religious and Moral Suasion—seem likely to remain the chief hope, and work, of the *real* promoters of Temperance.

Juvenile Crime may also be diminished by the various good efforts which are being made by a number of the CHURCHES, their members and visiting agents, also by SOCIETIES for TRAINING and EMIGRATING CHILDREN, by BOARDING-OUT ASSOCIATIONS, the “WAIFS AND STRAYS SOCIETY,” the “CHURCH ARMY,” the “SALVATION ARMY,” the POLICE COURT MISSIONS, PUBLIC GYMNASIUMS, EVENING CONTINUATION SCHOOLS, TECHNICAL SCHOOLS, and other kindred organisations. And in this matter, as in most efforts for human elevation, it is of vital importance, practically to bear in mind the old adage, that “*The soul of all improvement, is the improvement of the soul.*”

It is simply a great scientific law, proved by innumerable individual facts and instances, in every age and land, that the love and fear of GOD, especially in connection with the Gospel of the LORD JESUS CHRIST, and with a sense of the solemn realities of ETERNITY, are the greatest power both for preventing and eradicating sin and crime, and also for implanting right principles and motives in the souls and lives of men.

Industrial training and intellectual instruction have their right place and value; but neither is adequately powerful to grapple with strong passions and mighty temptations. Whereas such wonderful experiences as those of Dr. COLIN BROWNING,* with the most depraved of transported convicts, and of JERRY MCAULEY,* of New York, with the worst criminals and drunkards of that city, have proved that the Gospel of Christ can still exert as great a power over the most sinful and apparently hopeless wrecks of humanity, as it could in Apostolic days, and that the Age of Miracles can never pass while Christianity lasts. The Agnostic, or the Sceptic, cannot disprove this power, or adduce anything to rival it.

SUMMARY

OF RECOMMENDATIONS.

To sum up, in a few concluding words, the views and suggestions received in response to this Inquiry, they may be divided into two

* Accounts of these remarkable men will be found in “Penological and Preventive Principles.”

classes—firstly, those which indicate a desire for powers requiring further legislation; and, secondly, the recommendation to make a more general and effective use of the means *already* at the disposal of Magistrates and others, for the diminution of Juvenile crime. From the latter of these two, in particular, very useful practical results may reasonably be expected. And in this direction the Committee of the Howard Association look mainly and hopefully for the ultimate value of this Inquiry.

I.—LEGISLATION RECOMMENDED.

The suggestions as to further legislation mostly point to the need for giving Magistrates more power to order the infliction of WHIPPING, and also to allow that punishment to be administered without involving the recording of a conviction.

Certain modifications in the Law relating to Reformatories and Industrial Schools are described as being needed.

Some amendment of the Elementary Education Act in relation to the CHILDREN OF VAGRANTS is advised.

The re-introduction and enactment of the important measure proposed by the Government in 1891 for the enforcement of PARENTAL RESPONSIBILITY is strongly urged.

The recent increase of armed juvenile ruffianism in cities indicates the need for such measures as the one which the Government brought in in 1893 to prevent the dangerous carrying of pistols, but which unfortunately failed to pass at that time.

One magistrate advocates the power of giving INDETERMINATE SENTENCES,* and the same gentleman shows the need for a thorough revision of the existing scale of the "COSTS" of conviction, and even of those involved in binding over under the "First Offenders Act."

The extension of the excellent principle of the Probation of First Offenders Act, 1887, so as to provide for the appointment of PROBATION OFFICERS to give better efficiency to its objects, is shown to be very desirable.

And, lastly, amongst preventive measures, there is emphatically advocated the necessity for more effectual legislation for the discouragement of INTEMPERANCE, that great cause both of juvenile and adult crime.

British legislation on such points as the above is usually a matter of very gradual progress. But it is to be hoped that at no distant date the various measures here named, or most of them, may be adopted by Parliament.

* In cases of PENAL SERVITUDE, the system of Indeterminate Sentences has long been practically recognised in this country, because convicts can, by good behaviour and industry, work off about one-third of their sentences. In America, under "a so called 'Indeterminate' System," sentences of nominally ten or fifteen years can be, and generally are, shortened to a year and a half of detention, or even less. This is objectionable.

II.—MEANS ALREADY AVAILABLE.

The advocates of a better, or more frequent resort to present and *immediately available* means of diminishing Juvenile Crime, invite the practical attention of their fellow-Magistrates and others to the following points:—

The abandonment of IMPRISONMENT for children, except in cases of serious offences, or determined misconduct.

A much more general use of the “Probation of FIRST OFFENDERS ACT,” and of the admonition encouraged both by that measure and also by the “Summary Jurisdiction Act.”

A more frequent recognition of the original object of REFORMATORIES and TRAINING SHIPS, namely, as places for the committal and prolonged training of the more dangerous class of Juvenile Offenders and their ringleaders; but *not* for children for whom admonition, or a whipping, or liberty under the First Offenders Act, is likely to be *adequate* for securing future good behaviour.

A more prompt and general enforcement, from parents, of some proportion of the COST of maintaining their children in Reformatories and Industrial Schools.

The disuse of FINES for children.

Arrangements by Magistrates, Boards of Guardians, and other local Authorities, to provide places of suitable temporary detention for children “under remand,” *other* than prisons, or workhouse wards containing non-criminal inmates.

The extension and further encouragement of “DAY FEEDING SCHOOLS” and “TRUANT SCHOOLS,” for destitute, neglected, and idle children.

Influence with SCHOOL BOARD authorities and their TEACHERS to recognise more than hitherto the great importance of religious and moral principles.

The adoption, or facilitation, of any locally practicable means of helping young persons in the period which follows their leaving school.

In some of these ways, all more or less ready to their hand, Magistrates especially, with others, may materially increase their own power for checking Juvenile Crime. As SIR JOHN HIBBERT well remarks—“DISCRETION, CONSIDERATION and SYMPATHY, on the part of the Magistracy, can do *much* under the *present* system.” And many Magistrates may confidently be expected to respond cheerfully and practically to the invitations here extended to them by the experienced and estimable colleagues, whose letters are appended—invitations which might have been indefinitely increased, if it had been needful to solicit a much wider expression of opinion.

REPLIES TO THE INQUIRY.

THE Replies to the Circular of Inquiry are here inserted, partly in the order in which they were received, and partly with some reference to the grouping of the subjects.

The Committee of the Howard Association tender their hearty thanks to all those who have thus favoured them with their valuable expressions of opinion and results of experience, which will be communicated, by the Committee, to a wide circle of Authorities and other influential persons, and also to the chief conductors of the Press, at home and abroad.

The Committee feel assured that much good effect must thus ensue.

ALBERT DE RUTZEN, Esq.,

MAGISTRATE OF MARLBOROUGH STREET POLICE COURT, LONDON, AND A MEMBER OF
THE RECENT DEPARTMENTAL COMMITTEE OF STATE ON PRISONS.

“Police Court, Marlborough Street.

“Dear Mr. Tallack,—You no doubt remember that, in 1880, the then HOME SECRETARY, SIR W. HARCOURT, addressed a letter to the MAYOR OF MANCHESTER, on the subject of the treatment of Juvenile Offenders, which was afterwards printed in *The Times*.

“The object of that letter was to stop, so far as possible, the sending of children to prison; a suggestion which met with the approval of nearly everybody. But then arose the question, what was to be the remedy in those cases where it was absolutely necessary to punish children in some way or another, if imprisonment had to be done away with.

“Since that time, practically *nothing has been done*; with the result that in nine cases out of ten, *children are entirely masters of the position*.

“When once it was found out that the imprisonment of children for small offences had been virtually abolished, it was useless to inflict FINES, which the children of course could not, and the parents would not, pay, when they knew there was no fear of imprisonment, or anything else, in default.

“In SIR W. V. HARCOURT's letter there was nothing more than a hint as to the direction in which the remedy was to be found. An extension of the INDUSTRIAL SCHOOL system, and a more frequent use of moderate PERSONAL CHASTISEMENT, were pronounced as worthy of consideration.

“REFORMATORY SCHOOLS are for the worst class of offenders. INDUSTRIAL SCHOOLS have gone far enough; and in some instances, and I am afraid in many, *the children never ought to have been sent there at all*. WHIPPING might in many cases be found a suitable punishment.

“But in my opinion the most salutary course would be to make PARENTS more immediately liable for their children.

“I remember SIR GODFREY LUSHINGTON, in the evidence which he gave before the DEPARTMENTAL COMMITTEE ON PRISONS, 1895, drawing attention to the fact that a Bill was brought in by the GOVERNMENT in 1891, in which were provisions placing liability for juvenile offences, in certain cases, UPON THE PARENTS. A Court of

Summary Jurisdiction was to be enabled to *fine* a parent up to £1—order a parent to pay *compensation* up to £5—and *give security* for the child's good behaviour.

"The COMMITTEE, in their REPORT, expressed their opinion that it was most desirable that the Court should have those powers. (See *Report*, page 29.)

"I have just written these few lines in Court, as I did not like to pass your Circular over in silence.

"Yours truly,

"A. DE RUTZEN."

C. G. HEATHCOTE, Esq.,

STIPENDIARY MAGISTRATE OF BRIGHTON.

"Police Court, Brighton.

"JUVENILE OFFENDERS.

"Sir,—I am very willing to give you the results of my experience in regard to Juvenile Offenders.

"There is much force in the four propositions contained in the Circular. But whatever objections may be urged against Imprisonment, Reformatory or Industrial Schools, Whipping and the infliction of Fines, respectively, I imagine that the depredations and offences mentioned in paragraph 7 would, in the opinion of almost all Magistrates justify exemplary punishment, whatever be the age of the delinquent. In such cases '*malitia supplet ceteram*.'

"I believe that juvenile offences have increased in recent years. It is possible that the compulsory aggregation, in the ELEMENTARY SCHOOLS, of children differing widely in temperament and training, and the diminution in juvenile employment consequent on their retention, may have conduced to this result. Probably, also, a growing difficulty experienced by the parents in earning a livelihood, especially in the winter, may have weakened to some extent the control of the mother, who is frequently compelled to go out to work. It may even be the case that the very education, which should be a safeguard, is sometimes an additional danger to the young.

"I doubt whether much is to be hoped from legislation; nor do I believe that the most judicious administration of the Law could effect any great improvement. The mischief is generally done *before* the child comes before the Magistrate.

"CLASSIFICATION of inmates of Reformatory and Industrial Schools could doubtless be so arranged that the risk of contamination of comparatively innocent children might be diminished; and, in this way, some of the objections to this mode of treatment might be obviated; but they cannot be entirely removed. And the most perfect administration of justice can no more eradicate crime in the mass than the most skilful medical treatment can exterminate disease. The particular case may be relieved, or cured; but the CAUSE of the evil remains, and will recur.

"I believe that the remedy is to be sought MAINLY FROM THE PARENTS AND TEACHERS of the children.

"Those who are acquainted with the facts would agree that negligence and vice in the parents will in general cause carelessness and insubordination in the children. It is melancholy to find that some parents are not ashamed to confess that children of seven and eight years old are entirely beyond their control. If the parents recognised their duties to their children and had the time and the requisite knowledge to perform them conscientiously, not only would this humiliating confession be impossible, but juvenile crime *would almost cease to exist*. Too often the duty is not acknowledged, or the hard necessity of earning money, and total ignorance of how right influence is either gained or exerted, prevent the performance of the duty even where it is recognised. The planting, in the infant mind, of *elementary religious and moral principles*, is, it may be feared, often neglected altogether, or is regarded as solely the business of the Infant or Sunday School.

"The tendencies of modern life incline more and more to ignore, or disparage social distinctions, which formerly did much to encourage respect for others and habits of obedience and discipline.

"It is therefore PRIMARILY IN THE HOME that the child is to be saved from the Police Court.

"I am convinced, however, that more might be done in the ELEMENTARY SCHOOLS, to inculcate *principle*, than is attempted at present.

"I will not discuss the thorny question of Religious Instruction; but right, MORAL PRINCIPLES, COURTESY AND GOOD MANNERS, should undoubtedly be implanted,

by precept and example. And if it be true, as is frequently asserted, that the manners of children are deteriorating, that the child of to-day is coarser, more vulgar, less refined, than his parents were, then, it must be admitted, whatever be the proficiency attained in arithmetic, and however much the intelligence may be sharpened, that the education presented to the children of the poor falls lamentably short of its ideal, in a most important particular.

"In selecting a TEACHER, *moral* influence is less easily tested than intellectual attainment. Of the two, it is the *more important*.

"School Managers will do well to bear this in mind; and thus to make the School, in a degree only second to the Home, an efficient agency for the preservation of children from evil.

"Yet when the PARENT and the TEACHER have done all in their power, there will still in many cases remain an INTERVAL between school and regular employment, in the work of life. Much mischief is often done in this *interval*. Here, Philanthropy might find a field for its operations, though there are practical difficulties which have, within my own knowledge, rendered abortive schemes in themselves promising. Any organisation by which children might, under a proper supervision, be employed in proper preparation for their life-work, or while waiting for it, would be useful in a high degree.

"For IDLENESS and the ASSOCIATIONS FORMED IN THE STREETS of our great towns present many temptations to the young. In the absence of other employment, many earn small sums by the sale of newspapers; and the habits and friendships formed in so desultory an occupation frequently lead to disastrous results.

"I am, Sir, yours faithfully,

"C. G. HEATHCOTE,

"Stipendiary Magistrate of Brighton."

"Francis Peek, Esq."

C. M. ATKINSON, Esq.,

STIPENDIARY MAGISTRATE OF LEEDS.

"Town Hall, Leeds.

"Dear Sir,—I certainly entertain a strong opinion that the imprisonment of children under sixteen does considerably more harm than good in the large majority of cases.

"I think that Justices should be empowered to direct WHIPPING with the birch-rod, as a mode of punishment for all minor offences committed by children.

"To impose a FINE is, generally speaking, merely to punish the parents, but is sometimes effective by inducing the parents to exercise closer surveillance. I strongly disapprove the imprisonment of children for non-payment of a money penalty. If the offence is not such as to demand imprisonment *in the first instance*, that form of punishment ought not, in my judgment, to follow, by reason of the inability, or unwillingness, of the parents to pay the fine.

"I believe that in almost every case to which the FIRST OFFENDERS' ACT is applicable, a juvenile first offender should be dealt with under that Act, (*a*) if the home surroundings are satisfactory; or (*b*) if, through the POLICE COURT MISSIONARY, or otherwise, the child can be removed from degrading associations and enabled to find employment. Otherwise, I think the only course is to send the child to a REFORMATORY or INDUSTRIAL SCHOOL, according to the circumstances. I strongly approve of these institutions, though I think more determined efforts should be made to compel contributions towards the maintenance, from the parents, where it is thought that they are seeking to get rid of their responsibilities.

"Yours very truly,

"C. M. ATKINSON,

"Stipendiary Magistrate for the City of Leeds."

THE RIGHT HONOURABLE SIR JOHN T. HIBBERT.

FORMERLY UNDER SECRETARY OF STATE IN THE DEPARTMENTS OF THE HOME OFFICE, THE LOCAL GOVERNMENT BOARD, AND THE TREASURY.

"Hampstead, Grange over Sands.

"My dear Mr. Tallack,—Though a Magistrate of over forty years' standing, I have never had any large experience of the treatment of Juvenile Offenders. I may say, however, that I object strongly to the imprisonment of children; but there are

cases, such as those of repeated, or exceptional, misconduct, where this cannot be avoided. In dealing with such classes of children, every effort should be made by the Prison Authorities to keep them, from the first to the last day of their detention, under separate treatment.

Magistrates can do much, if so inclined, to avoid sending children to prison. Some years ago, I had two children (nine and eleven years of age) brought before me for arson (attempting to fire a haystack), and as the Law required them to be committed for trial at the Assizes, which would have necessitated a two months' detention in prison, previously to trial, I obtained the consent of the parent to give them a whipping. No doubt I strained the Law, but saved the children from prison contamination.

"I look with grave doubts on the increasing number of commitments to REFORMATORIES and INDUSTRIAL SCHOOLS. For though those institutions are most excellent and useful for dealing with certain classes of boys and girls, there is a great danger of the system being abused by idle parents.

"In such cases, and indeed in most cases, Magistrates have a check on abuse by calling on the parents to contribute to their child's maintenance during detention.

"I am in favour of whipping boys; as I know, from the Police, how beneficial this punishment has proved to many boys who were getting into bad ways.

"Looking, however, at the question in its general aspect, and at the varying circumstances of each case, I am inclined to think that it is exceedingly difficult to arrive at any conclusion as to *one* effective remedy.

"DISCRETION, CONSIDERATION AND SYMPATHY, on the part of the Magistracy, can do much under the present system. But can any legislation deal by rule with the complex conditions of HOMES and of PARENTAL DISCIPLINE? I think not; and should, therefore, be inclined to appeal to Magistrates to use effectively the remedies now provided by Law, rather than to seek further powers by Parliament.

"With all the good wishes of the New Year, I am, Yours very truly,

"JOHN T. HIBBERT."

(NOTE.)—SIR JOHN T. HIBBERT'S opinions and counsels have long been specially valued by the HOWARD ASSOCIATION. In the year of its foundation, 1867, he kindly presided at a Lecture, on Prisons and Criminal Treatment, delivered by the Secretary, Mr. TALLACK, at the MANCHESTER ATHENÆUM, and made an excellent speech, which he concluded by saying:—"I think the time has come, when, as we are spending between two and three millions a year on the crime of the country, and the amount spent by Government for EDUCATION is under a million, we should seriously try to lessen the cost of our Crime and devote a portion of it to our Schools."

(A few years later, the Government "Elementary Education Act" was brought in by Mr. FORSTER, and passed.)

On the same occasion, Mr. THOMAS WRIGHT, the venerable "Prison Philanthropist" of Manchester, was present and expressed his great pleasure and interest in the two addresses of the Chairman and Lecturer. Another eminent citizen of Manchester, the late JOHN RYLANDS, Esq., J.P., also attended, and was thenceforth a friend and supporter of the Howard Association to the end of his life.

THE HONOURABLE CAPTAIN G. A. ANSON,

CHIEF CONSTABLE OF STAFFORD.

"Chief Constable's Office, Stafford.

"Dear Sir,—With regard to your Circular on Juvenile Offenders, I think a very good step has been taken in preparing and sending out this document.

"I doubt if any one can suggest anything except Whipping as an *efficient* substitute for Imprisonment.

"My object was chiefly to draw attention to the unreasonable nature of the criticism so freely thrown at the heads of Magistrates, for doing the only thing that the Law will allow them to do, short of letting off an offender altogether, *i.e.*, for fining juvenile offenders, who then eventually find their way to prison, because the fine is not paid.

"Some of the Magistrates in this County request the Police not to execute a commitment to Prison (in default of fine) if the offender is under 14; and I have no objection. But this course tends to minimise the deterrent effect of criminal proceedings.

"I am, myself, very strongly in favour of whipping instead of imprisonment; and most experienced Magistrates take the same view.

"The subject of your Circular will be discussed at the Annual Meeting of our Prisoners' Aid Society.

"I ought to add that I am strongly against the indiscriminate commitments to REFORMATORIES and INDUSTRIAL SCHOOLS, which are too freely resorted to. Many parents welcome this way of getting rid of their children; and the contributions to maintenance are small and badly enforced.

"I am, Yours faithfully,

"G. A. ANSON."

"To W. Tallack, Esq."

CAPTAIN J. W. NOTT BOWER,

CHIEF CONSTABLE OF LIVERPOOL.

"Central Police Office, Liverpool.

"Dear Sir,—In reply to your Circular, I beg to say that (so far as the City of LIVERPOOL is concerned) public opinion (supported by official concurrence) undoubtedly disapproves of the imprisonment of children for any but the most serious offences.

"REFORMATORIES and INDUSTRIAL Schools have *not* been found to act as an incentive to reckless and drunken parents to throw their offspring upon the honest ratepayers for support. On the contrary, it is found that parents, almost without exception, most strenuously object to their children being so dealt with. No doubt this is largely owing to the strong efforts made to enforce contributions from the parents towards maintenance, a most important point, which should never be lost sight of.

"It almost follows that Magistrates in Liverpool are *not* reluctant to fully utilize REFORMATORIES and INDUSTRIAL SCHOOLS. Indeed, they do so largely.

"WHIPPING has been found a most efficient and *humane* punishment. During the last *five years*, 489 boys were once whipped. Of these, only 135 have been again convicted. Of the 135, 44 were whipped for the second time. Of the 44, only 10 were convicted a third time, and two only for a fourth time. No other punishment can show such a record; and I am strongly of opinion (in mercy to the children) its use should be largely extended, and girls, as well as boys, be rendered liable to it.

"A recourse to FINES does not lead to a majority of the actual imprisonments of children. No warrants of arrest for non-payment of fine are issued in Liverpool against children under fourteen. Consequently, a fine in such cases means *no punishment at all*. This is an evil, but is considered preferable to the imprisonment of children of tender years. It undoubtedly tends to produce a sense of impunity amongst young persons.

"To sum up my views upon the question, I consider that (A) a judicious use of the FIRST OFFENDERS ACT, (B) WHIPPING (extended to cover all offences and applicable to boys *under 16* and girls *under 12*) and (C) in repeated and serious offences, REFORMATORY treatment, are the penal remedies which could be most hopefully looked to.

"I am, Your obedient servant,

"J. W. NOTT BOWER,

"Head Constable."

"The Secretary, Howard Association."

FREDERICK T. WEBB, Esq.,

CHIEF CONSTABLE OF LEEDS.

"Chief Constable's Office, Town Hall, Leeds.

"Dear Sir,—Although Reformatory and Industrial Schools are expensive, and drunken people are reckless about their children, it is simply a question of two evils and choosing the lesser. And the lesser is to remove children at a young age when

they may be trained to lead a different life to that which they would do, if growing up amidst dissipation and vice of parents.

"With regard to the whipping of lads, as an alternative for Prison or Reformatory, I say, anything in preference to sending children to Prison (but not so to a Reformatory). And WHIPPING has, in my opinion, very little more effect than such as is inflicted from time to time by parents.

"Where FINES are inflicted upon children, I do not think at any time they would be sent to prison in default of payment. I do not remember a case, in my 20 years' experience, although such may have been occasionally done.

"I am, dear Sir, Yours faithfully,

"FREDERICK T. WEBB,
"Chief Constable."

"Mr. William Tallack."

Mr. WEBB adds in a postscript, that, owing to the existing irregularities and difficulties in dealing with Juvenile Offenders, "We have more trouble with young persons than we have with adults."

THE RIGHT HONOURABLE LORD ROOKWOOD,

CHAIRMAN OF QUARTER SESSIONS, ESSEX.

(FORMERLY UNDER-SECRETARY OF STATE FOR THE HOME DEPARTMENT.)

"Down Hall, Harlow.

"JUVENILE OFFENDERS.

"Dear Sir,—In your Circular, you seem to have represented every course for dealing with criminal children as meeting with strong opposition from some portion of the public.

"You say—Imprisonment is disapproved of, very justly. Reformatories and Industrial Schools tend to children being thrown upon the Rates by unworthy parents.

"Whipping is opposed by many.

"And Fines, from non-payment, tend to imprisonment, which is to be avoided. Whilst the First Offenders Act only partially affects the question.

"So that it seems difficult to give any opinion which would not be within one or all of these objections.

"Setting, however, these aside, from a long experience as a Magistrate, I believe that the best remedy lies in an extension of the power of inflicting WHIPPING, for juvenile crime, whatever the morbid sentimentality of a morbid section of public opinion may say to the contrary.

"Whilst the more general use of the FIRST OFFENDERS ACT would in many cases obviate the necessity for this form of punishment; and thus you would almost entirely do away with the imprisonment of Juvenile Offenders.

"Believe me, Yours faithfully,

"ROOKWOOD."

"W. Tallack, Esq."

THE RIGHT HONOURABLE LORD NORTON.

[This Nobleman has devoted much of his life to the interests of the young, and to labours for the diminution and prevention of Crime.]

"Hans, Birmingham.

"Lord Norton begs to send Mr. Tallack a reply to his inquiry for suggestions on the subject of the paper relating to Juvenile Offenders, which he has had typewritten, to save time and trouble."

"My own views on all the points referred to are fully given in my Memorandum at the end of the Report of LORD ABERDARE'S COMMISSION ON REFORMATORIES, 1884.

"The difficulties here stated are : 1. How to avoid imprisonment of children. 2. How far Whipping can serve for punishment. 3. How to check abuses of Reformatories and Industrial Schools. 4. How far Fines on Parents, and taking security for better conduct are practicable.

"I reminded them that children convicted of *serious crime* may, and should be, treated as adults. Treating such cases under the Reformatory Acts is illegal.

"The FIRST OFFENDERS ACT, 1887, is not half enough made use of ; though its conditions, as to recognisances, are certainly too elaborate. Children's crimes dealt with in Reformatory Acts, do not exceed simple Larceny.

"The Reformatories are expressly meant to be Schools *after* punishment. Great mischief has come from the prison terms, and the penal idea of the Schools themselves.

"INDUSTRIAL SCHOOLS, chiefly meant for neglected children unconvicted of crime, have become, most disastrously, used indiscriminately with Reformatories.

"Both are *Schools* ; and should be in the Education, not Police, Department ; as Sir Godfrey Lushington's recent Report has a Memorandum attached to it, at length confessing.

"But that the previous conviction in the one kind of School, should be treated as making no difference between the two Schools, is a suggestion of *child-impunity*, which the language of LORD LEIGH'S ACT dangerously suggests—'in lieu of punishment.'

"SIR FRANCIS SANDFORD proposed that Industrial Schools should merge into the class of Pauper Schools.

"Their present treatment breeds not only a moral, but a financial confusion. In SCOTLAND, Pauper Schools have been emptied into the Industrial ; and the local Rates so relieved at the expense of the Treasury. In IRELAND, Lord Aberdare's Commission found Industrial Schools filled with children who did not come under the description of the Act.

"Lord Aberdare's Report suggested alterations in the incidence of payments, and of the enforcement of charges most necessarily to be made on *negligent Parents*, throwing their children's support on the public, which would go far to check abuses.

"Children sent to all these Schools should, as soon as possible, be sent *home*, whenever a decent home exists. They would then be compelled to attend the National Schools.

"Punishment, for convicted children's crimes, should be *before*, and *separate from*, their *schooling* ; and, for small boys, as much as possible, by Whipping. Boys over fourteen may be caned without stripping."

THE MIDDLESEX JUSTICES.

SIR RICHARD NICHOLSON, F.S.A., CLERK OF THE PEACE for the County of MIDDLESEX writes :—

"County of Middlesex,

"Guildhall, Westminster, S.W.,

"7th February, 1898.

"Sir,—I am directed by the CHAIRMAN OF THE COURT OF QUARTER SESSIONS for this County to advert to your Circular Letter to him, and to state, that in order that a more weighty expression might be given, he placed it before a recent CONFERENCE OF JUSTICES OF THE PEACE, for this County, in connection with the question of the Whipping of Juvenile Offenders, as proposed by the LORD CHANCELLOR'S Bill of 1896.

"I enclose a copy of a Resolution unanimously adopted by the CONFERENCE on the subject, which the CHAIRMAN desires me to say is in accord with his own views.

"I am, dear Sir, your obedient Servant,

"RICHARD NICHOLSON,

"Clerk of the Peace."

"William Tallack, Esq."

"THE RESOLUTION.

"COUNTY OF MIDDLESEX.

"At a Conference of CHAIRMEN of, and JUSTICES usually acting in, Petty Sessional

Divisions in the County, held at the Guildhall, WESTMINSTER, S.W., on Friday, the 7th January, 1898, at 5 p.m.,

"It was resolved unanimously :—'That the LORD CHANCELLOR be asked to re-introduce in the coming Session of Parliament, the Bill relating to the whipping of juvenile offenders.'

" RICH'D. NICHOLSON,
" Clerk of the Peace."

SIR JOSEPH W. PEASE, BART., M.P.

"Hutton Hall, Guisborough, Yorks.

"My Dear Friend,—The enclosed Memorandum embodies my views on the Circular you have been good enough to send me.

"Yours sincerely,

"W. Tallack, Esq."

"J. W. PEASE."

"MEMORANDUM.

"The Magisterial Benches on which I sit entirely disapprove of the imprisonment of young children, except in very exceptional cases, and avoid it, wherever it is possible to do so.

"The difficulty suggested with regard to Reformatories and Industrial Schools has not been felt. There can be no doubt that the action of the Society for the Prevention of Cruelty to Children has had an excellent effect upon reckless and drunken parents in the treatment of their children.

"The infliction of Whipping, being the only alternative punishment to imprisonment, is resorted to in cases in which punishment must be inflicted, and is left always to be administered by a responsible Police Officer in the presence of the parents or guardian.

"Where Fines cannot be properly levied, by inability to pay, the parents have generally been cautioned and the cases adjourned.

"The First Offenders Act has no doubt contributed very much to the mitigation of sentences and the diminution of crime."

JOHN HUTTON, Esq., M.P.,

CHAIRMAN OF QUARTER SESSIONS, NORTH RIDING OF YORKS.

[The imprisonment of children has, in great degree, been abolished in the North Riding, owing to Mr. Hutton's excellent influence and endeavours.]

"St. Moritz, Engadine.

"Dear Sir,—I have ventured to make a few remarks on your Circular, which I enclose. I am very glad you are taking up this matter.

"Yours truly,

"JOHN HUTTON."

"JUVENILE OFFENDERS.

"In the North Riding of Yorkshire, I think I may safely say, the great majority of Justices disapprove the imprisonment of children, except in certain cases.

"I do not think, in the North Riding, there is any general complaint that commitments to Reformatory and Industrial Schools encourage parents to neglect their children. On the contrary, the great difficulty in many cases is to persuade the parents to consent to the children being sent to Industrial Schools.

"The North Riding Quarter Sessions has on more than one occasion passed Resolutions in favour of the age of children liable to be whipped being raised from fourteen to sixteen years of age. I am strongly in favour of whipping as a punishment for juveniles; and I think the Magistrates should be entrusted, and I believe safely entrusted, with large additional powers, to enable them to sentence a boy to be whipped for *any* offence.

"FINES are most unsuitable for children, and, in my experience, are the causes of the actual imprisonment of most children.

"THE FIRST OFFENDERS ACT should be freely used, not only for juveniles, but for young men and women. It is one of the most humane and useful Acts passed in recent years. It is impossible to impress upon Magistrates too strongly the fearful responsibility of sending a man to prison for the first time; as nothing can ever remove the 'tar brush' of the prison, when once it has been placed upon a man, woman, or child.

"In the case of serious crime, or a repetition of a crime, I have constantly advised a conviction and sentence of one day's imprisonment; which means that the prisoner is detained in the custody of the police until the rising of the Court. And after sentence, the offender should be reminded that the next time he is convicted he can be sent to a Reformatory, and is liable, if for a felony, to Penal Servitude, or other long sentence.

"In the cases of exceptional misconduct in Juveniles, such as the use of the knife, or fire-arms, it is often necessary, *as a warning to others*, to give a real sentence of imprisonment. This should never be for less than three months, so as to impress upon the youthful prisoner a real horror of the prison restraint, and to make him determined never, if he can help it, to return there again; and also to enable the CHAPLAIN and SCHOOLMASTER to endeavour, by all the means in their power, to bring religious and moral teaching to the knowledge of the prisoner, which it is impossible to do effectually during a short sentence.

"In cases of juveniles sentenced to REFORMATORIES, it is, I think, desirable to commit them to prison for two or three weeks. These prisoners are, generally, thoroughly bad boys and girls. It is absurd to suppose the prison taint can hurt them; and it is most unfair to commit such juveniles to a WORKHOUSE, where there are no special arrangements for them, and where, if allowed to mix with the other inmates, they must exercise a most harmful influence.

"JOHN HUTTON,

"Chairman, North Riding Quarter Sessions."

SIR R. H. WILLIAMS BULKELEY, BART.,

CHAIRMAN OF ANGLESEA QUARTER SESSIONS, NORTH WALES.

"Beaumaris, N. Wales.

"SIR,—In reply to your Circular relative to Juvenile Offenders, I may briefly say that I am utterly opposed to sending children to prison, unless every other method of correction fails, when imprisonment may be looked upon as much as a means of *ridding for a time the public of an incorrigible nuisance*, as of correction.

"Personally, I regard a REFORMATORY with only a shade less distaste than I do a prison. Probably it is as bad; in that the association with other juvenile criminals *cannot but affect prejudicially* any young offender, who may have got into mischief, without in the least having a really criminal propensity.

"I have, on several occasions, found WHIPPING of great service; and have never known a boy that I have ordered to be whipped, come before me a second time.

"If properly carried out, it seems to me the most humane, the most speedy, the most efficacious and the most natural method of correction for juveniles. And I feel strongly that my hands would be much strengthened in dealing with this class of offenders, if the age limit up to which a child may be whipped were extended by two years.

"Where possible, I think the administration of the whipping might, beneficially, be left to the parent, or guardian, but conducted under the superintendence of an officer of the Court. Should the parent or guardian refuse to execute the punishment, then the officer should be instructed to proceed at once with it. I cannot agree with a single argument that I have ever heard, which is antagonistic to whipping juveniles, where a punishment is necessary, and where the only alternatives are Prison, Reformatory, or a Fine paid by the parents.

"Yours faithfully,

"R. WILLIAMS BULKELEY,

"Chairman, Q.S., Anglesea."

SIR WILLIAM R. ANSON, BART.,
CHAIRMAN OF QUARTER SESSIONS, OXFORDSHIRE.

"All Souls' College, Oxford.

"Sir,—With reference to the papers received by me from the Howard Association, I should say that of the modes of dealing with juvenile offenders, therein mentioned, imprisonment should, if possible, be avoided.

"Commitment of such offenders to REFORMATORIES and INDUSTRIAL SCHOOLS cannot be practised on a large scale, from the expense which is thereby thrown on the public, and from the need of enforcing upon parents the duty of looking after their children.

"FINES are open to the objection that they may lead to imprisonment from non-payment; and that they fall, not on the offenders, but on their parents. If the fine is paid by the parents, it may very possibly result in personal chastisement, administered to the offenders at home. But I am disposed to think that such chastisement administered by public officials, under the direction of a Magistrate, is perhaps the best of the various forms of punishment suggested.

"For most of the cases which come before Magistrates, where juvenile offenders are concerned, are cases of violence, of wanton injury to property, or of appropriation of property. And I believe that CORPORAL PUNISHMENT is the cheapest form of punishment for the public, the least injurious to the character of the young offenders, and the most effectual deterrent. There should be no difficulty in regulating the administration of it, so as to avoid all risk of cruelty, or demoralising influences.

"I am, Sir, Yours faithfully,

"WILLIAM R. ANSON."

"Mr. W. Tallack."

SIR OFFLEY WAKEMAN, BART.,
CHAIRMAN OF SHROPSHIRE QUARTER SESSIONS.

"Yeaton, Peverly, Shrewsbury, January 11th, 1898.

"Dear Sir,—Considerable difficulty has been experienced in the urban portions of this County, in dealing with Juvenile Offenders, some of whom set the Law at defiance. I enclose a copy of a Resolution passed by the Court of Quarter Sessions last April, on the recommendation of the Visiting Justices, in which Resolution I concur.

"Yours faithfully,

"OFFLEY WAKEMAN,

"Chairman of Shropshire Sessions."

"W. Tallack, Esq."

THE RESOLUTION—"It was ordered: 'That in the opinion of this Court, it is desirable that in all cases where a boy, under such an age as Parliament may determine, may be sentenced to imprisonment, it should be lawful to sentence him to be flogged instead of being imprisoned; thus doing away almost entirely with the necessity for the detention of children in gaols.' (SHROPSHIRE QUARTER SESSIONS, 1897.)"

R. T. GURDON, ESQ., J.P.,
CHAIRMAN OF QUARTER SESSIONS, NORFOLK.

"Letton, Thetford.

"Dear Sir,—You ask for my opinion as to the best punishment of Juvenile Offenders. I have not the least doubt—WHIPPING.

"Yours faithfully,

"ROBERT GURDON,

"Chairman of Quarter Sessions, Norfolk."

BEDFORDSHIRE COURT OF QUARTER SESSIONS.

LETTER FROM LORD ST. JOHN.

" Shire Hall, Bedford, 3rd February, 1898.

" JUVENILE OFFENDERS.

" Dear Sir,—I submitted your Circular Letter to the Bedfordshire Court of Quarter Sessions. SIR FREDERICK HOWARD also communicated to the Board the contents of the letter which he addressed to you on this subject. The Court requested me to communicate to you their entire agreement with the views expressed in Sir Frederick Howard's letter.

" I was also desired to inform the Howard Association that in the opinion of the Court, having regard to the fact that the provisions of the EDUCATION ACT, as to compulsory school attendance are scarcely adapted to the requirements of the VAGRANT CHILD population, steps should be taken whereby such children should be brought within the humanising influence of education.

" Yours truly,

" ST. JOHN,

" Chairman of the Quarter Sessions."

" William Tallack, Esq.,

" Secretary, Howard Association."

SIR FREDERICK HOWARD (BEDFORD).

" The Abbey Close, Bedford.

" Dear Sir,—Thank you for the circular received this morning. My experience in connexion with the Bedfordshire Discharged Prisoners' Aid Society leads me to think that many of the Juvenile Offenders dealt with by this Society have learned such a lesson that they will never be likely to enter a prison again.

" In a few cases, the FIRST OFFENDERS ACT might perhaps have been used ; but in most cases a term of imprisonment has seemed necessary, in order that the seriousness of crime might be realized.

" Where a lad seems bent on a career of crime, he should, I think be severely dealt with, either by being whipped, in addition to the term of imprisonment, or sent for four or five years to a REFORMATORY.

" The present plan of dealing with Juvenile Offenders, in the prison here^o, seems to me to leave little room for improvement : for we have a Governor, Chaplain, Visiting Committee, and ' Discharged Prisoners' Aid Society,' combining together for the future welfare of all Juvenile Offenders imprisoned at Bedford.

" I will only add that imprisonment, to many, is in reality their salvation.

" Yours faithfully,

" FREDERICK HOWARD."

" William Tallack, Esq."

THE KENDAL BENCH OF MAGISTRATES—THROUGH HENRY
WILSON, Esq., J.P. (EX-MAYOR).

" Ellerlea, Kendal.

" Dear Mr. Tallack,—I brought your Circular under the notice of my colleagues of the Bench. They treated it with interest, and I forward the following notes with their approval :—

" The committal of children to prison is always regarded as exceptional.

" Doubts have long existed as to the wisdom of sending children to large REFORMATORIES and INDUSTRIAL SCHOOLS, which are costly and are frequently found

* NOTE.—Bedford is one of the prisons specially appointed by the HOME SECRETARY to receive boys committed from over a certain area, in order that they may be separated from adult prisoners and dealt with in accordance with their requirements.

to be inefficient. We have obtained better results, for wayward boys, in the discipline of well-appointed TRAINING SHIPS. Some of us believe SMALL 'HOMES,' at a moderate distance from the bad associations of early life, and under judicious management, to be the best adapted to meet the difficulty.

"We could not well dispense with WHIPPING. Would it not be well to have the sentence carried out by some one approved of by the Bench, of the same sex as the offender (not necessarily of the Police Force)? We think it would be wise, in the case of this penalty, that it should *not* be registered against the culprit, as a *conviction*, under the Law.

"The matter of FINES must be left to the discretion of the Courts.

"We have found the FIRST OFFENDERS ACT eminently useful, and we frequently apply it.

"The right treatment of juvenile offenders is a perplexing problem, and the solution is in the hands of the best, high-minded EDUCATOR, and not in the Magistrate.

"HENRY WILSON, J.P."

SIR JAMES RECKITT, BART. (YORKS).

"Swanland Manor, Brough, East Yorks.

"Dear Mr. Tallaek,—I am strongly of opinion that WHIPPING is the best, and indeed the only remedy for many, if not most, juvenile offenders.

"It is often found necessary to appear cruel, in order to be kind.

"I am, yours sincerely,

"JAMES RECKITT."

SIR RICHARD TANGYE (CORNWALL AND WARWICKS).

"Kingston Vale, Putney, S.W.

"Dear Mr. Tallaek,—Mainly for the reason given in paragraph 7 of your Circular, I am distinctly in favour of whipping for juvenile offenders, *after* their first offence.

"If the parents are fined, they usually revenge themselves upon the children they have neglected, by inflicting brutal punishments, without any idea of doing the children any good, but purely to 'pay them out,' thus breeding feelings of revenge on their part. These feelings are not brought out when the Law inflicts the punishment.

"I believe whipping to be the most merciful course, and also the most likely to deter for the future.

"Yours very truly,

"RICHARD TANGYE"

ALFRED E. PEASE, Esq., M.P.

"St. Moritz, Engadine.

"Dear Sir,—In response to your invitation to express an opinion on the points raised in your circular with regard to juvenile offenders, I beg to say:—

"I am strongly opposed to the imprisonment of children. Except in very serious cases, a sharp reprimand and warning should suffice for a first offence, or a few strokes of the birch-rod. For a second offence, I am strongly in favour of a whipping, which punishment, in my opinion, is far more efficacious and merciful than the infliction of the *indelible stigma* that attaches to imprisonment.

"I have not seen any evidence that parents are encouraged, by the commitments to Reformatories and Industrial Schools, to free themselves from their parental

responsibilities. When I took a more active part than I do now, on the local Bench (of the Guisborough Petty Sessional Division), we had great difficulty in sending to Reformatory and Industrial Schools, and had to commit to jail for three weeks, in order to insure places being found for the offenders. This is, I think, if possible a course to be avoided.

"I am strongly in favour of WHIPPING as a substitute for imprisonment.

"I am opposed to FINES for juvenile offenders.

"Yours faithfully,

"ALFRED E. PEASE."

"W. Tallack, Esq."

FRANCIS RECKITT, Esq., J.P.,

LONDON.

"Caen Wood Towers, Highgate, N.

"Dear Friend Wm. Tallack,—I am in receipt of the printed Circular from the CHAIRMAN of the Howard Association (Mr. FRANCIS PEEK) inviting an expression of opinion as to a better treatment of juvenile offenders, than at present obtains.

"The subject is a difficult one; but I think it would be better, in cases where the boys, or youths, become incorrigible and absolutely unmanageable at home, to place them, first, in a REFORMATORY and then draft them into TRAINING SHIPS, to be subsequently apprenticed to FISHERY VESSELS, or the MERCHANT MARINE.

"Yours faithfully,

"FRANCIS RECKITT."

CHAMPION B. RUSSELL, Esq., J.P.,

ESSEX.

"Stubbers, Romford.

"Dear Sir,—I find that there is little sense of PARENTAL RESPONSIBILITY in many cases. In some cases, undoubtedly, reckless or drunken parents do try to get rid of their children, in the way suggested; but (in theory at any rate) the parents are compelled to contribute.

"Respectable parents object to their children being brought up among a collection of bad fellows; while the children of the vicious are best taken away from their parents. As, from their hereditary tendencies, they get a bad start in life, they have need of more thorough education than the average child; and it probably pays the nation, in the long run, to give this expensive education.

"The power to punish with WHIPPING should be to some extent increased. It is especially desirable in cases where the child should be punished; but where a FINE, or payment of COSTS, is a severe punishment to the Parents, who sometimes are in no way to blame, generally the parent receives vicarious punishment.

"The 'FIRST OFFENDERS ACT' is generally regarded as 'a very mitigated conviction'; and, as such, is very useful. Prison is visibly present to the culprit; and the effect is extremely wholesome.

"I would remark, however, that the cost of binding-over under the First Offenders Act is greater than a small fine and ordinary 'costs'; although it is the lesser punishment.

"Our SCALE OF COSTS wants thorough revision. Some of us, as J.P.'s, revise the scale for ourselves, by using a large discretion in the remission of costs, 'in the interests of Justice.' But many Benches, to my knowledge, do not take this course. I think that much good would follow from an investigation into the practical working of 'COSTS.'

"I give an instance.—A is convicted of stealing B's growing crops. He is fined; and goes to prison in default of payment. B has to pay the costs. Result I.—B is milked into the county pail for doing his duty to his neighbour. Result II.—People in B's position say to folk who offend like A—'Give me ten shillings and I'll say no more about it;' and in default of getting the ten shillings, take no further trouble. Result III.—It is worth while to purloin growing crops.

"YOUNG PERSONS BANDED TOGETHER. I have not had any such case before me; but I should say that the best plan would be to send the leaders to a REFORMA-

TORY; or, if too old, to such IMPRISONMENT as would be a deterrent to others and give them ample time for reflection and (I hope) improvement.

"I think it most desirable that there should be a power of giving 'INDETERMINATE SENTENCES' in England; combined with manual training which would fit the discharged prisoner for earning an honest livelihood. If industry counted largely in diminution of the sentence, I think that life in gaol would be more hopeful, as well as the subsequent life out of it.

"I am, very faithfully,

"CHAMPION B. RUSSELL,
" (J.P. for Essex)."

FREDERICK J. MUNBY, Esq.,
CLERK TO THE JUSTICES, YORK.

"Sir,—I am very glad to see your Circular; and I regard your action in this matter as of fundamental importance.

"During the 22 years in which I have been Clerk to the Justices of this City, I have also been actively interested in the management of our local Industrial Schools.

"My knowledge does not accord with the statement that the infliction of Whipping 'has *not* found favour with Parliament.' Ever since 1890, I have been hoping (and in a small way striving) to get this question brought before the House of Commons, which has been twice approved by the House of Lords, in the 'YOUTHFUL OFFENDERS BILL.' It is worse than absurd that when two boys go into an orchard and steal apples, the boy who pulls them off the tree cannot be whipped, while the boy who picks them off the ground, can. My advice simply is, to press forward the Youthful Offenders Bill of 1891.

"With best wishes, Yours faithfully,

"FREDERICK J. MUNBY."

"W. Tallack, Esq."

In a second letter, Mr. MUNBY adds:—"With reference to Section 10 of the 'Summary Jurisdiction Act, 1879,' in connection with my statement that a child cannot be whipped for pulling apples off a tree, I may explain that that offence is not an *indictable* offence (unless it be a second offence of the same kind). And the same remark applies to the whipping of a young person under Section 11; the first schedule of that Act relating only to *Indictable* offences.

"The explanation is that pulling apples off a tree is a statutory offence, under 24 & 25 Vict. c. 96, the apple being attached to the tree, which is attached to the freehold, not being the subject of Larceny at Common Law." *

HENRY THOMPSON, Esq., J.P.,
ARNSIDE, NORTH LANCASHIRE.

"My Dear Friend, William Tallack,—I am disposed, on the principle that 'Prevention is better than Cure,' to think that the ultimate remedy will be found to lie in the direction of compulsory cheap 'RAGGED SCHOOLS,' with much larger control of the leisure hours of children than has been yet practised. I believe that the Police of LIVERPOOL have not unfrequently recognised in the large 'Ragged Schools' founded and worked *con amore* by their philanthropic originators, the Rev. CHARLES GARRETT and the Rev. MAJOR LESTER, one of the best factors amongst existing agencies which favourably affect the order of the streets.

"Whilst I have the greatest aversion from running any *needless* risk of contaminating young minds by associating them with confirmed criminals, I cannot close my eyes to the fact that, in the *streets*, none affect the young as the young do; and that of all the wild, reckless devilry in existence, none is more potent for evil than that which is begotten by the fiery young blood of the viciously inclined youth of 17 to 20 years. I think we may be too lenient to this class, for the general welfare. To return them to society before their vice and brutal tendencies are scotched, is to

* NOTE.—In the SUMMARY JURISDICTION ACT, 1879, it is defined that—"The expression 'CHILD' means a person, in the opinion of the Court, under the age of 12 years"; and "the expression 'young person' means a person of the age of 12 and under 16."

spread plague-spots amongst city loafers. *We cannot allow the mass to perish, in order to save units.*

"Of course, THE DRINK is the exciting agent to the more brutal activities of young vice. And it is amazing that Statesmen, of *every* colour, do not combine to devise regulations for protecting the young from its influence.

"HENRY THOMPSON."

FREDERICK BRABY, Esq., J.P.,

SURREY.

"As one of the Correspondents of the Howard Association, I respond to your Circular having regard to Juvenile Offenders.

"I am of opinion that whipping is the kindest treatment that can be administered. It is the punishment that is most easily applied, and is the least costly, the most direct, and I am disposed to think the most likely to be effective in the case of this especial class of offenders against public order.

"An objection may be urged that this '*argumentum ad hominem*' may tend to brutalise. But it is to be remembered that the culprits are already of a brutal disposition and that '*like may cure like*.'

"A corporal pain can be comprehended by young ruffians: and it is only doing unto them what they delight to do to others.

"FREDK. BRABY."

COLONEL P. F. ROBERTSON, J.P.

[This gentleman, having heard of the Inquiry issued by the Howard Association, communicated, unsolicited, the following statement.]

"Bray, Co. Wicklow, Ireland.

"Dear Sir,—The age to which young male offenders should be made liable to a whipping should most certainly be extended from fourteen to eighteen years; as it is between those ages that the very large majority of offences are committed and the very periods of a boy's life *when imprisonment would do the utmost harm*.

"For a first offence, I recommend a very severe reprimand, and to be shown the birch, and to have its use and application clearly explained. If, though, the first offence should be a very serious one, three strokes of the birch might be administered. For a second offence, six strokes. For a third offence, twelve, and for a fourth, eighteen. After each whipping, it should clearly be made known what the amount of his next whipping would be.

"The statistics showing the number of boys who had qualified for the increased whippings of twelve and eighteen strokes of the birch would, I am sure, greatly interest, gratify and inspire the Public, as this scheme is based on the advice given in our Bibles and, therefore, on common sense.

"I will guarantee that if it is given a fair trial, there will be a diminution of crime amongst juveniles, in the first twelve months of at least 50 per cent., and in the second year of not less than 75 per cent. This scale of punishment would have a most deterrent effect,^o but would be unpopular with weak persons who fear the infliction of any *physical* pain, but who do not mind in the least how much *mental* torture they administer.

"Yours faithfully,

"P. F. ROBERTSON (LT. COLONEL),

"Late 92nd Gordon Highlanders."

* TEST OF WHIPPING.

At a meeting of the London School Board, March, 1898, Mr. SHEPHEARD, Chairman of the "Industrial Schools Committee" advocated a return to the infliction of corporal punishment, in exceptional cases, on the readmission of boys into the Truant Schools. He admitted that the schools were too comfortable, and that ex-truants recommended them to their companions. Until the Home Secretary interposed, the Committee used to inflict corporal punishment in certain cases; and while they did so, very few truants returned to the schools. But as soon as the order came that corporal punishment was not to be inflicted, the numbers jumped up, at UPTON HOUSE school, from 21 to 26 per cent., and they had risen even to 31 per cent. The figures at HIGHBURY were just as impressive.

JOHN SATTERTHWAITE, Esq., J.P.,

LANCASTER.

"Dear Friend,—With reference to the annexed Circular, I should like to see tried an authority to the Magistrates to order a whipping with a birch-rod, *without* a conviction being recorded.

"The late Clerk of the Preston Borough Magistrates, a cautious man of long experience, was long wishful for a change of law to enable this to be done.

"The separation of first offenders, in the Prisons, is now carried out. But I think it is the fact of being *in* that remains.

"JOHN SATTERTHWAITE."

JOHN EDWARD VEALE, Esq., J.P.,

CORNWALL.

"North Hill, St. Austell

"Dear Mr. Tallack,—We get a good many children before us, at one time or another, and usually, in the first instance, with boys, have them whipped.

"We do not fine, as it is really fining the parents.

"If the children come on again we send them to a TRAINING SHIP (the boys) or an INDUSTRIAL SCHOOL (the girls), the parents having to contribute a small amount per week, but of course not so much as it actually costs.

"At the last Petty Sessions, we sent a girl aged 11 to an Industrial School. She was brought to us by her parents, who could do nothing with her. She would stay out all night, get things from shops in other people's names, and her language was so bad, she had to sit alone at a desk at school. It is very difficult to know what to do with a girl like that, except to send her away. The parents pay 2s. 6d. per week; and the rest comes out of the County, which cannot well be avoided.

"I do not think WHIPPING hardens the boys much. It seems to be the only way of making them understand—though they do not like being remanded to the cells on bread and water till next day.

"We never send children to prison from our Court.

"Yours very truly,

"J. E. VEALE.

T. LL. MURRAY BROWNE, Esq., J.P.

ONE OF H.M. INSPECTORS OF THE LOCAL GOVERNMENT BOARD, AND HON. SECT. OF THE CENTRAL COMMITTEE OF THE REFORMATORY AND REFUGE UNION.

"31, Clarendon Square, Leamington.

"Dear Mr. Tallack,—I consider the outcry against imprisonment of children has gone too far. The proper remedy for repeated and grave offences, in Juvenile misdoers, is committal to REFORMATORIES, or to INDUSTRIAL SCHOOLS, as the case may be. This is the *old* remedy, marked in past years by signal success and approved throughout the civilised world. Hesitation in applying it is cruelty to the offender and treason against society. As to the suggested encouragement to parents to get rid of their children, I believe this to be (unless in rare cases) a delusion. If parents *want* to get rid of their children, they can do so by the simple process of deserting them—with much less trouble and annoyance than is involved in getting them convicted. But in my opinion, experience shows that parents are not thus desirous. This is too large a question to be discussed now. But at any rate, any tendency in this direction can be checked by magisterial orders for maintenance. These can, at any rate, be made an annoyance to the parents, even if little money is recovered.

"But, even if this fear were well founded, it ought to give way to higher considerations. The interests of the children are the first and the commanding point for consideration.

"I have little faith in WHIPPING and less in FINES. I have no objection to try whipping for first offences, or for second offences where no punishment has been inflicted for the first. But I do not believe it will check repeated, or habitual, nor yet really determined misconduct. The experience of ETON, in the past, is not favourable to belief in the reformatory effects of the birch.

"As to Probation officers, I do not see how they can control a determined boy. Your own paper,^{*} on the necessity of TIME for reformation is surely right.

"Yours truly,

T. LI. MURRAY BROWNE."

ARTHUR J. MADDISON, Esq.,

SECRETARY OF THE "REFORMATORY AND REFUGE UNION," LONDON.

"Reformatory and Refuge Union.

"Dear Mr. Tallack,—The letter of your Chairman on the above subject has been received. It sets forth, I believe, very faithfully, some of the perplexities experienced on the question—How to deal with Juvenile Offenders?

"Our views with regard to the imprisonment of children are, perhaps, best indicated by the fact that the Reformatory Schools Act of 1893, dispensing with the obligation of imprisoning juvenile delinquents previous to their commitment to a Reformatory, was originated and promoted by this Union.

"That reckless and drunken parents have in too many instances succeeded in throwing off their responsibility as regards their children by placing them in conditions that have brought them within the provisions of the Reformatory and Industrial Schools Acts, is perfectly true. But I venture to think that this practice is not so common as it was, and it is likely to become less frequent when the full meaning and effects of the Industrial Schools Act Amendment Act, 1895 (also promoted by this Union), come to be fully appreciated.

"As it is not likely that any legislation will entirely remove cunning and reckless parents from our midst, something should be done to combat the machinations of these people. To quote the words of the GOVERNMENT INSPECTOR of Reformatories and Industrial Schools—

"In the interest of social morality, it is expedient that the payments due by parents for their children, in these Schools, should be enforced by some *thoroughly prompt* and efficacious procedure."

"Notwithstanding the possibility of a few parents thinking it a good thing to neglect their children, in the hope of having them sent to these Schools, there should, we think, be no hesitation on the part of Magistrates to avail themselves of the power conferred upon them by the Reformatory and Industrial Schools Acts; for it is certain that they save the children from crime and pauperism, and thus really save the country expenditure under the items of Prisons, Police, and Poor Laws. A parent who willingly or wantonly places his child in a position to be rescued under these Acts cannot be a proper guardian, and, while being relieved of a duty which he has proved himself unfit to perform, he should be compelled to pay the cost of his child's training to the utmost of his capability.

"There are certain circumstances under which WHIPPING, or the provisions of the FIRST OFFENDERS' ACT may be advantageously resorted to, in *preference* to commitment to a Reformatory or Industrial School. Special care is needed in dealing with offenders between 13 and 14, and also between 15 and 16.

"Some Magistrates who are reluctant to commit to a Reformatory will gladly accept the offer of some VOLUNTARY HOME to receive a youth between the age of 15 and 16. The Managers of the Home have practically no legal control, and the result commonly is that no thorough training is given to the lad. In the course of a year, or so, another charge is preferred against him. He is then beyond the age of 16 and there is no alternative but to commit him to prison. This might have been avoided if he had been sent to a Reformatory instead of to the Voluntary Home.

"Similarly with regard to the children of TRAMPS and PROSTITUTES. Magistrates too often forget that if such children are brought before them between the ages of 13 and 14, and are *not* committed to Industrial Schools (under, it may be, a promise from their parents that some "RESPECTABLE AUNT" will take care of them), the last chance of rescuing them from a life of pauperism or shame is lost. When such cases are afterwards seen in prison, one can only lament that a chance was not given them to escape from their depraved surroundings when yet they were children.

"No fear of encouraging the abandonment of parental duty should, we think, hinder the effort to rescue a child when its position is one of real danger.

"Yours very faithfully,

"W. Tallack, Esq."

"ARTHUR J. S. MADDISON (Secretary)."

* "THE ESSENTIAL ELEMENT OF TIME, for reformatory or restorative success, especially in reference to Habitual Offenders, Drunkards, and Tramps." (Issued by the Howard Association, 1897.)

REV. P. CASTELLANO,

MANAGER OF MARKET WEIGHTON REFORMATORY, YORKSHIRE.

"Dear Sir,—I shall simply state that, in my opinion, it would be very advisable to raise the age of committals to Reformatories by two years, to 18 ; and the sentence should not be less than three years. The limitation "till 19" should be done away with, for all cases."

"Yours faithfully,

"P. CASTELLANO."

"Mr. W. Tallack."

MISS MARIA S. RYE.

[This lady has had the care of thousands of neglected children, very many of whom she has trained for emigration to the Colonies.]

"Baconsthorpe, Hemel Hempstead, Herts.

"Dear Sir,—No more difficult subject could well be offered to any one than the question now proposed by your Committee.

"In the first place, many of the children, to be dealt with, are the victims of parental neglect and cruelty. Such children should be separated from the notoriously idle and vicious children. A few years, I was almost going to say a few months, of *religious* and *motherly training* is all that such children need—with the *most* important addition that they should be wards of the State up to 21 years of age ; so that their worthless parents could neither influence, nor control, nor *rob* them.

"The wilfully disobedient children should be whipped. I myself, in 27 years (with 4,000 children) have whipped a dozen. But in so doing, I consider I whipped the whole 4,000 ; because it was known, by such action, what would follow wilful and repeated disobedience.

"N.B.—But any institution, where whipping is the rule, should be judged, and condemned, as a badly managed one.

"The majority of Juvenile Offenders are boys and girls who have never been trained to work, and have never been taught the blessings of obedience and order.

"Why should Reformatories be so costly ? * More work and plainer food would be far better. There should be plain Reformatories and Industrial Schools, where the young people should so work that they would to a very large extent support themselves, and so become a blessing to themselves and to their country.

"FINES are a farce.

"M. S. RYE."

ENGLISH CHILDREN IN CANADA.

Miss Rye, in a subsequent letter, adds, in reference to the general good behaviour of the 4,000 children emigrated by her to Canada :—"In 1896, the Grand Jury (led by the Labour Party) made a presentment to the Judge (Mr. HENRY) at the HAMILTON (Ontario) Assizes, to the effect that Crime was increasing in Canada ; and it was their belief that the introduction of the English children was the cause !

"'Gentlemen,' was the Judge's reply, 'Crime is increasing in Canada. But it is not the English children. In a long experience I have only had *two* brought before me. I will tell you what it is, that is the cause of the increase of crime :—*it is your Godless system of Education.*'"

JOHN TREVARTHEN, Esq.,

SECRETARY OF THE FARM SCHOOL, RED HILL, SURREY.

[Mr. Trevarthen writes of the past efforts and present public feeling in reference to Juvenile Offenders, and especially to the establishment of Reformatories for them.]

—"It is to my mind very striking that the enthusiasm and patient persistence of a few noble souls, in the early days of the movement, should have been so effective

* A London Magistrate recently complained that the cost of a child for four years, in a Reformatory, sometimes amounts to £120.

in launching so great a movement; and now, after so many years' conspicuous success, there is so little public interest taken in it; and, indeed, in some cases a marvellous ignorance of the system which the Magistrates have, available to their hands. There is a real danger that methods utterly inadequate take the place of those which experience has shown to be trustworthy.

"For cases which ought to be sent to Reformatory and Industrial Schools are handed over to the temporary charge of 'Temperance,' and other 'Refuges' and 'Homes,' and nothing more is heard of them! It saves Magistrates trouble, but it is 'sowing to the wind.'"

Mr. Trevarthen quotes from the last Report of his own Reformatory as follows:—"There is great need for a Home in London, where young men could live and board cheaply, and find home comforts and reasonable recreation in their leisure hours. There are a good many such for *boys*, under eighteen years of age, but none where they will admit *older* lads, such as ours mostly are when they leave us. I could often save a boy from falling into evil associations, if there was such a home to which I could recommend him."

REV. M. G. VINE, B.A., WARDEN OF FARM SCHOOL, SURREY.

"Redhill, Surrey.

"Dear Sir,—I think the time has arrived when the imprisonment of children under 16 (I would even go further, and say under 18) ought to be prohibited altogether, except in such cases as the HOME SECRETARY himself shall direct.

"In the majority of cases, commitments to REFORMATORIES and INDUSTRIAL SCHOOLS appear to be the only course open for the Magistrate to take; as separation of the child from its vicious home surroundings and influence is most often its only chance of rescue from a criminal life. I object to the name 'Reformatory' altogether, as carrying with it a stigma not dissimilar to that of 'prison,' and think that some other title, such as 'HOME DEPARTMENT SCHOOL' might, with advantage, be preferred.

"An uncertified 'VOLUNTARY HOME' has no legal power over a child, and is open to grave objection, as *un-inspected*. Hence schools such as Reformatories and Industrial Schools seem still to be required.

"The PARENTS ought to be rigorously taxed to support their children at these schools; and where it is proved that their negligence, or influence, has conduced to the child's criminality, they ought to be severely punished, either by fine or imprisonment.

"In many cases children are so accustomed to be thrashed by their friends that CORPORAL PUNISHMENT has become no particular deterrent against further crime.

"I am of opinion that 'SCHOOLS OF CORRECTION,' similar in nature and severity to the earlier 'TRUANT SCHOOLS' might be established for the punishment of minor or first offences, to which the child should be committed for a few days, or even weeks, there to experience severe discipline, as the *punishment* of the crime, so that on entering a Reformatory afterwards, he might be able to feel that now his punishment was all over, and he was simply at a *school*, to be trained for his future life in the world. This would bring back Reformatories to their right and original purposes—as places to give new starts in life, and not places of punishment.

"The infliction of a FINE upon a child for an offence is absurd, and ought to be prohibited.

"I am, Dear Sir, Yours faithfully,

"MARSHALL G. VINE,

"Warden and Chaplain Phil. Soc. Farm School, Redhill."

[The work of the Howard Association (5, Bishopsgate Without, London, E.C.), being of much public usefulness, it is hoped that readers of its reports and papers will contribute to its funds, and invite others to do the same. The Association employs no special collector.]

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BY

WILLIAM TALLACK

(SECRETARY OF THE HOWARD ASSOCIATION, LONDON).

N.B.—In this Edition, the Author has, in particular, expanded and modernized the portions relating to the best means of diminishing PAUPERISM and VAGRANCY, PROSTITUTION and INTEMPERANCE. Several New Chapters are added.

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